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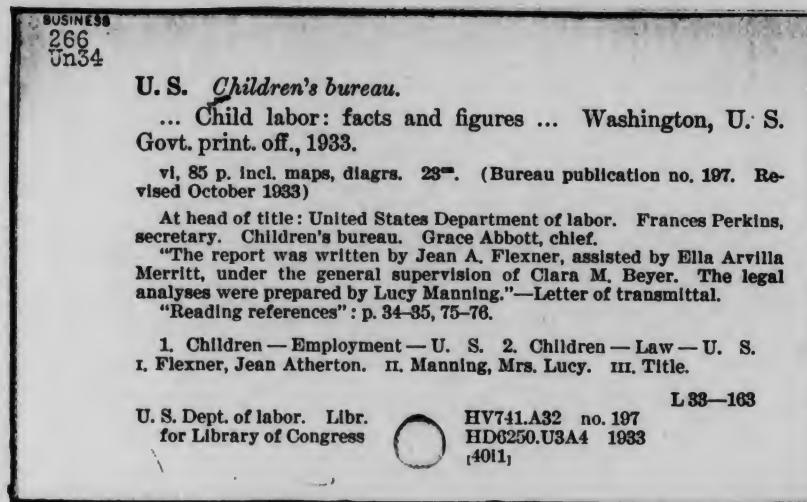
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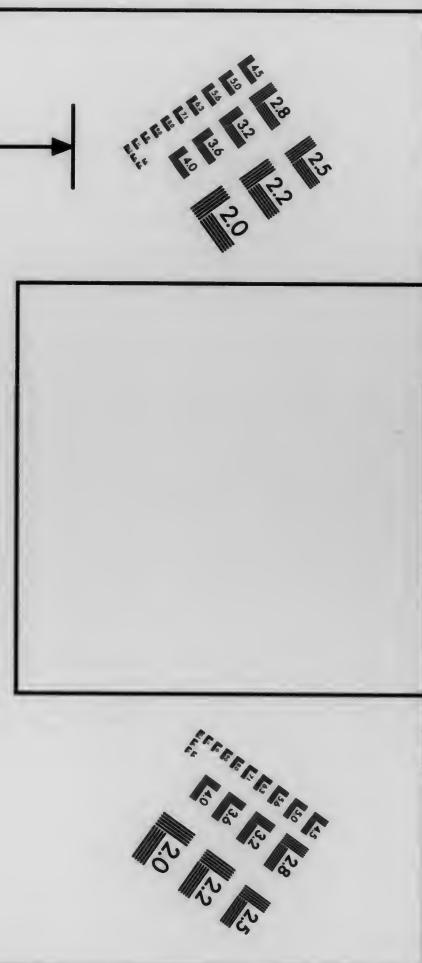
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# **CHILD LABOR**

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JAMES J. DAVIS, Secretary

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# CHILD LABOR

## *FACTS AND FIGURES*

Bureau Publication No. 197



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*CHILD LABOR*

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## LETTER OF TRANSMITTAL

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U. S. DEPARTMENT OF LABOR,  
CHILDREN'S BUREAU,  
*Washington, December 1, 1929.*

SIR: There is transmitted herewith a bulletin entitled "Child Labor—Facts and Figures," which is the third in a series of publications being prepared in the industrial division of the Children's Bureau for distribution in response to requests for a brief analysis of information on the various aspects of child labor. It contains material previously issued in three separate publications, as follows: Child Labor—Outlines for Study (Separate No. 4 from Child Care and Child Welfare, prepared in cooperation with the Federal Board for Vocational Education), Children's Bureau Publication No. 93; Child Labor in the United States—Ten Questions Answered, Children's Bureau Publication No. 114; and Legal Regulation of the Employment of Minors 16 Years of Age and Over, Children's Bureau leaflet, which were prepared by Ellen Nathalie Matthews, director of the industrial division of the bureau, and by Nettie P. McGill and Ella Arvilla Merritt, of the industrial-division staff.

GRACE ABBOTT, Chief.

Hon. JAMES J. DAVIS,  
*Secretary of Labor.*

# CHILD LABOR

## OUTLINE 1. HISTORY OF THE MOVEMENT FOR THE PROHIBITION AND REGULATION OF CHILD LABOR

Child labor is not a new problem resulting solely from the development of the modern factory system. Child labor has always been cheap labor, and wherever its employment has not been regulated employers have tended to use it excessively. The apprenticeship system of the medieval guilds imposed regulations which, where adequately enforced, were in many respects beneficial to the child worker. With the decline of apprenticeship and the growth of the modern factory system, the conditions under which children worked became increasingly hard. Beginning with the early years of the nineteenth century, the public began gradually to recognize the evils of child labor and to provide for its regulation through the passage of legislation. During the past hundred years laws regulating the employment of children in industrial and commercial pursuits have been enacted in practically all civilized countries, and the standards of regulation have been gradually raised from decade to decade.

### I. THE MOVEMENT IN ENGLAND

- A. *Child labor and its regulation prior to the industrial revolution*
  1. Not only were children employed in large numbers from early times in agricultural and domestic pursuits, but also in practically all trades and handicrafts.
  2. While in medieval times young children were probably employed in large numbers for as long hours, and at as arduous tasks, as under the factory system of the early nineteenth century, their working conditions were in general better because of the regulations of the apprenticeship system under which many of them were employed.
  3. The apprenticeship system, established by the craftsmen of the thirteenth century and made compulsory by the medieval trade guilds and later by national law, imposed the earliest regulations on child labor. This system when adequately enforced insured the child indentured as apprentice:
    - (a) A sound technical training for a skilled trade.

The outlines which follow are intended to present in simplified form the outstanding features of the child-labor problem. They furnish an approach to the subject, indicate a method of study, and put into easily available form material from many widely scattered sources. They can not, however, be regarded as furnishing information which is either complete or final. The legal and statistical matter contained in the outlines, for example, is subject to continual revision as new laws are enacted and as the results of further research are made known.

- (b) Further protection against exploitation as cheap labor by restriction of the numbers of apprentices who could be employed and also in some trades by the prohibition of the employment of children under specified ages or without specified educational qualifications.
- (c) Good working and living conditions during the period of training.

*B. The effect of the industrial revolution on child labor*

4. The gradual decline of the guilds and the apprenticeship system (seventeenth and eighteenth centuries) with the development of the factory system (eighteenth and early nineteenth centuries) together brought about a change for the worse in the condition of the child worker, through:
  - (a) The removal of all regulation of conditions of work and of all provision for technical training which had been part of the apprenticeship system.
  - (b) The greatly increased demand for child workers as cheap labor, following the invention of machinery, and their increased use in fatiguing and repetitive machine processes of no educational value.

*C. Beginning of the public recognition of the evils of child labor and the legal regulation of its abuses*

1. Up to the close of the eighteenth century there had been no public recognition of the evils of child labor. It was, in fact, generally regarded as a matter of course that practically all children except those of the most prosperous classes should go to work as soon as they were physically able to do so.
2. Through the investigations of abuses of the system of pauper apprenticeship under the poor law, by which paupers were bound out to mill owners, the bad conditions under which not only these but also other children were forced to work were first brought to public attention.
3. During the first half of the nineteenth century a series of parliamentary inquiries which gave striking testimony to the abuses attending the unregulated employment of children in many industries, together with the efforts of such reformers as Lord Shaftesbury, Robert Owen, Sir Robert Peel, and others, gradually aroused public opinion to the need of legal regulation.
4. The process of legislative reform was, however, very slow.
  - (a) In 1819 the first act applying to other than pauper apprentices was passed regulating child labor in factories. It

applied only to cotton mills, prohibiting the employment of children under 9 years of age and limiting the working hours of children under 16 to 12 hours a day.

- (b) In 1833 an act was passed prohibiting the employment of children under 9 in all textile mills, limiting the working hours of children under 13 to 9 hours a day and 48 hours a week and those of young persons between 13 and 18 to 12 hours a day, or 69 a week, and providing for the appointment of factory inspectors. This was the first law to provide for a system of factory inspection.
- (c) In 1842, as the result of a striking parliamentary inquiry into the conditions of labor in mines, an act was passed prohibiting the employment of boys under 10, and of all girls and women, in mine pits, and requiring the appointment of inspectors to enforce the law.
- (d) By the act of 1844 work on certain dangerous machines was prohibited for children. At the same time the "half-time" system in the textile industries was established, whereby children worked and attended school alternately.
- (e) In the period 1845-1878 acts were passed raising the age and hours standards and gradually extending their application to all kinds of manufacturing industries.
- (f) In 1876 the first compulsory education law was passed, requiring the attendance at school of children up to 10 years of age, with certain exemptions.
- (g) Laws relating to child labor passed during the period between 1878 and the present day have been chiefly concerned with raising the age, hour, and educational standards of child labor in factories and workshops and with extending such standards to mercantile pursuits, street trades, and other occupations. By an act passed in 1901 the employment of children under 12 years of age was prohibited in factories or workshops.
- (h) In 1918 the Fisher Education Act was passed, which provided for the first time for the regulation of the employment of children in all gainful occupations, *including agriculture and domestic service*. It not only prohibited the employment of all children under 12 but also required compulsory full-time school attendance of all children up to 14 years of age, and compulsory continuation-school attendance of all children up to 16 years, the age to be raised to 18 at the end of seven years

from the time the continuation-school section of the act became effective.<sup>1</sup>

- (i) In 1920 a law was passed putting into effect the draft conventions relating to the employment of children adopted at the Washington and Genoa International Labor Conferences (see page 9ff), thus establishing a minimum age of 14 for work in factories and workshops.

## II. THE MOVEMENT IN THE UNITED STATES<sup>2</sup>

### A. Child labor up to the nineteenth century

1. As in England prior to the establishment of the factory system, child labor was very common. The conditions under which children worked were not obviously harmful, and provision was usually made for a certain amount of education. Since work made children self-supporting and kept them from the temptations of idleness, child labor was regarded by practically everyone as economically necessary and morally desirable.
2. The effect of the industrial revolution was similar to that in England, although the exploitation of children at the expense of their health and education was possibly not quite so great.

### B. Early regulation of child labor by the States

1. Early legislative efforts, as in England, failed to establish adequate standards or to make necessary provisions for enforcement. Prior to 1830 no effective regulation of child labor was accomplished.
2. The lack of education among working children was the first evil to be recognized and the first for which legislative remedies were sought.
  - (a) Connecticut, in 1813, passed a law providing for the education of working children by the proprietors of manufacturing establishments in which children were employed.
  - (b) Massachusetts, in 1836, provided that children under 15 employed in manufacturing should attend school at least three months a year.

<sup>1</sup> The "appointed day" for the coming into effect of this section has not yet been set. The section was, however, voluntarily put into effect by the education authorities in London, Birmingham, and a few small areas. In London compulsory continuation schools were in operation between January, 1921, and the summer of 1922, but upon the request of the London County Council the president of the board of education has released the education authority from its statutory obligations in regard to such schools, and at present only voluntary continuation schools are in operation.

<sup>2</sup> Information regarding laws passed before 1920, secured mainly from the following sources (full titles given in the Reading References): Abbott, Carlton, Ogburn, U. S. Bureau of Labor Statistics Bulletin 175. Legislation is included as of Oct. 1, 1929.

- (c) Prior to 1860 at least four other States (Rhode Island, Maine, New Hampshire, and Pennsylvania) had passed similar laws.
- 3. The regulation of hours of work was the next step in child-labor legislation.
  - (a) In 1842 Connecticut and Massachusetts passed laws restricting the employment of young children to 10 hours a day in certain manufacturing establishments.
  - (b) Prior to 1860 similar legislation was passed in New Hampshire, Maine, Rhode Island, Pennsylvania, New Jersey, and Ohio.
- 4. Commencing about the middle of the century, legislation began to be passed prohibiting the employment in manufacturing industries of children under certain ages in Pennsylvania (12 and 13 years), Rhode Island (12 years), Connecticut (9 and 10 years), and New Jersey (10 years).
- 5. By 1860 some public recognition of the abuses resulting from early child labor and of the right of the State to correct these abuses by legislation had developed in the industrial States of the North. Only a few laws had as yet been passed, however, for the purpose of correcting and regulating these abuses, and these were for the most part found to contain inadequate provision for enforcement.

### C. State child-labor legislation, 1860-1929

1. Laws prohibiting the employment of children below certain specified ages have gradually been extended in these years to include at least factories and in many cases a large number of other occupations in almost all States (see Outline 4, Part I, Topic I, A, p. 41), while the specified age minima have gradually been raised from 10 to 12 to 14, and in a few States to 15 and 16 years.
  - (a) In 1887 and 1889, respectively, Colorado and New York passed the first laws providing for a 14-year minimum for both boys and girls (manufacturing).
  - (b) While the child-labor laws of the greater number of States to-day provide for a 14-year minimum for general industrial employment, most States have established higher age minima for employment in mines and at other occupations regarded as especially hazardous.
  - (c) The trend of legislation is at present toward the establishment of 15 and 16 year age minima for all gainful occupations.

2. Further restrictions on the employment of young children have been effected in this period through legislation requiring certain educational qualifications for admission to employment.
  - (a) The earliest form of this regulation required a definite period of schooling each year during the child's employment until he had reached a certain age, or in the year immediately preceding his first employment.
  - (b) The ability to read and write simple English sentences was another early requirement.
  - (c) The completion of a specified school grade was a requirement introduced in later legislation and is generally regarded as the most definite and satisfactory form of regulation.
  - (d) At the present time 38 States restrict child labor directly through requiring some kind of educational qualification of children entering employment, 31 of them requiring the completion of a specified school grade. (See Outline 4, Part I, Topic I, B, 3, p. 54.)
3. Within comparatively recent years a further restriction on the numbers of children entering employment has been effected through the requirement of certain minimum conditions of health and physical development.
  - (a) The earliest form of such regulation was effected through conferring on the factory inspector authority to exclude from employment working children who were found, on physical examination, to be physically unfit to perform the work they were engaged upon.
  - (b) Other comparatively early laws required that the officers issuing work permits, or employment certificates, should have examined by a physician all children about whose physical condition they were in doubt.
  - (c) The most recent and satisfactory type of legislation requires that each child desiring to enter employment shall be examined by a public medical officer and shall not be permitted to work unless he is found to be of normal physical development, in sound health, and physically fit to perform the work which he is expecting to do.
  - (d) At the present time physical requirements for the issuance of regular employment certificates are contained in the child-labor laws of 33 States, in 25 of which an examination by a physician is compulsory. (See Outline 4, Part I, Topic I, C, p. 58.)
4. During these years legislation extending the age of compulsory full-time school attendance and providing for the compulsory attendance of working children at continuation schools has

been another important indirect means of restricting the numbers of child workers. (See Outline 4, Part I, Topic I, B, 1, 2; p. 49ff.)

5. Laws regulating the hours of children's work have been enacted in practically all industrial States. At the same time the working day has been gradually shortened, so that the 8-hour day or the 44 or 48 hour week for children under 16 is now found in 36 States. (See Outline 4, Part I, Topic I, D, p. 61.)
  - (a) The earliest laws provided for a 10-hour day and a 60, 58, 56, or 55 hour week.
  - (b) The first 54-hour-week law for children under 14 was passed in Michigan in 1889.
  - (c) The first 8-hour laws for children under 16 were passed in Illinois (any gainful occupation) and in Colorado (manufacturing) in 1903.<sup>3</sup>
6. Since 1860 legal prohibitions of the employment of children under 16 years of age at night have extended to 43 States. (See Outline 4, Part I, Topic I, E, p. 65.)
7. Special protection against dangerous, hazardous, or unhealthful occupations is a logical development. The first legislation of this sort is found in provisions of the penal codes of many of the States which make the employment of children in "vocations injurious to health or dangerous to life or limb" a misdemeanor.<sup>4</sup> Transferring this prohibition to the labor law and making the factory inspector responsible for its enforcement was the next step. Though the language of these early provisions was so broad that it would seem to have included the employment of children under the prohibited age in occupations in which they were exposed to dangerous gases, poisons, and other health hazards, it was generally narrowly interpreted so as to include only immoral exhibitions, acrobatic performances, and occupations usually described as vicious in themselves. About 1900 the policy of including in the child-labor laws lists of prohibited machines and unhealthful occupations was begun.
8. Adequate legal provisions for the enforcement of child-labor laws have been established only comparatively recently. These consist of—
  - (a) Factory inspection.
  - (b) Requirement of a work permit, or employment certificate. This measure is of more recent development, but such

<sup>3</sup> In 1887 Alabama passed an 8 hour law for children under 14, but it was repealed in 1894.

<sup>4</sup> New York, Acts of 1876, ch. 122; Wisconsin, Acts of 1880, ch. 239.

a working paper, guaranteeing the eligibility of children entering employment, is now required in all except three States. (See Outline 4, Part I, Topic I, F, p. 67.)

*D. Federal regulation of child labor*

1. Attempts to secure Federal legislation, 1906-1916.
  - (a) In order to bring about a national minimum of protection in child-labor legislation and its enforcement throughout the United States, numerous efforts were made during the decade 1906-1916 to secure the passage by Congress of a Federal child labor law.
2. Difficulty of securing such legislation.
  - (a) Such legislation was difficult to secure, not only because of the opposition from States having low child-labor standards, but also because of the fact that the Constitution of the United States does not specifically grant to the Federal Government the right to regulate directly the conditions of labor in the various States.
3. The United States child labor act of 1916. (See Outline 4, Part I, Topic II, p. 82.)
  - (a) On September 1, 1916, Congress passed the so-called Keating-Owen bill, which, in prohibiting the shipment in interstate or foreign commerce of goods produced in mines and quarries and in factories or in manufacturing establishments, mills, canneries, and workshops in which children were employed in violation of certain age and hour standards, effectually established Federal regulation of child labor.
  - (b) The law went into effect September 1, 1917, one year after its passage. It was administered by the Children's Bureau of the United States Department of Labor.
  - (c) On June 3, 1918, after it had been in operation 275 days, the law was declared unconstitutional by the Supreme Court of the United States on the ground that it was an undue extension of the power to regulate interstate commerce, four of the nine judges, however, dissenting from the majority opinion.
4. The child labor tax law. (See Outline 4, Part I, Topic II, p. 82.)
  - (a) On February 24, 1919, Congress enacted as a part of the revenue act a provision for the levying of a tax of 10 per cent on the annual net profits of any mill, cannery, workshop, factory, or manufacturing establishment, or

of any mine or quarry, employing children in violation of the age and hour standards established by the former Federal child labor law.

- (b) This act became operative on April 25, 1919, and was administered by the Office of Internal Revenue, United States Treasury Department, until May 15, 1922, when it was declared unconstitutional by the United States Supreme Court by an 8 to 1 decision on the ground that it was an infringement on the reserved rights of the States.

5. Constitutional amendment.

The following joint resolution was adopted at the first session of the Sixty-eighth Congress and is now before the States for ratification:

*Resolved by the Senate and House of Representatives of the United States of America in Congress assembled (two-thirds of each House concurring therein), That the following article is proposed as an amendment to the Constitution of the United States, which, when ratified by the legislatures of three-fourths of the several States, shall be valid to all intents and purposes as a part of the Constitution:*

*"Article —.*

*"SECTION 1. The Congress shall have power to limit, regulate, and prohibit the labor of persons under eighteen years of age.*

*"SECTION 2. The power of the several States is unimpaired by this article except that the operation of State laws shall be suspended to the extent necessary to give effect to legislation enacted by the Congress."*

Passed the House of Representatives April 26, 1924.

Passed the Senate June 2, 1924.

This proposed amendment is now before the States for ratification and has been ratified by the following States: Arkansas, Arizona, California, Montana, Wisconsin.

### III. THE INTERNATIONAL REGULATION OF CHILD LABOR

1. The Berne International Conference of 1913 recommended the prohibition of the employment at night of children under 16 years of age. (The Conference of 1906 had already adopted a convention prohibiting employment of women at night.)
2. Draft conventions with reference to the employment of children were adopted by the First International Labor Conference established under the League of Nations, held at Washington in November, 1919, as follows:
  - (a) Minimum age for entering industry:<sup>5</sup> 14 years, except in Japan (minimum may be 12 for children who have

<sup>5</sup> The term used is "industrial undertaking," which is defined so as to include factories, workshops, mines, quarries, etc.

finished the course in the elementary school) and India (minimum may be 12 in certain specified occupations).

(b) Night work between 10 p. m. and 5 a. m. Minimum age for night work: 18 years, except in specified industries, (manufacture of iron and steel; glass works; manufacture of paper; manufacture of raw sugar; gold-mining reduction work), where work must be continuous, where the minimum age is 16. Night work in coal and lignite mines may be permitted if ordinarily an interval of 15 hours, and in no case less than 13 hours, separates two periods of work. (Another draft convention adopted at this conference prohibited the employment of female workers of any age during the same night hours.)

3. The Second International Labor Conference, held at Genoa, June 15 to July 10, 1920, adopted a draft convention fixing a minimum age of 14 for employment of children on vessels of any kind.

4. The Third International Labor Conference, held at Geneva, October 25 to November 19, 1921, adopted the following draft conventions relating to the employment of children:

- (a) Prohibiting employment of children under 14 in agriculture except outside the hours fixed for school attendance.
- (b) Providing a weekly day of rest for workers in industrial undertakings. (A recommendation that each member of the International Labor Organization take steps to provide a weekly day of rest for workers in commercial establishments was also adopted.)
- (c) Prohibiting employment on vessels of persons under 18 years of age as trimmers and stokers.
- (d) Requiring medical examinations of young persons under 18 employed on vessels.
- (e) Prohibiting the employment of boys under 18 and of all females in any painting work of an industrial character involving the use of white lead or sulphate of lead or other products containing these pigments.

5. The Eleventh International Labor Conference, held at Geneva, May 30 to June 16, 1928, adopted a draft convention concerning minimum wages, stipulating for the creation or maintenance of machinery whereby minimum wage rates can be fixed for workers in trades or parts of trades, particularly the home working trades, in which wages are exceptionally low and no other arrangement exists for the effective regulation of wages.

6. These draft conventions have been ratified by a number of foreign countries. (See official publications, International Labour Office, Geneva.)

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## OUTLINE 2. EXTENT AND DISTRIBUTION OF CHILD LABOR IN THE UNITED STATES

The latest available figures for the total number of children employed throughout the country are those of the Fourteenth Decennial Census (1920), according to which more than a million (1,060,858) children, 10 to 15 years old, inclusive, were reported as engaged in some wage-earning occupation. Of these less than one-fifth were employed in occupations affected by the Federal child labor law and only about one-third in occupations affected by State child-labor laws. The majority (61 per cent) were engaged in agricultural pursuits, chiefly as farm laborers, and were, therefore, subject to almost no direct legal regulation, either State or Federal. Compulsory schooling laws offer a means of indirect regulation for this group.

The number of child workers between 10 and 14 years of age reported by the census was 378,063. Although the great majority of these (87 per cent) were employed in agricultural pursuits, a number were engaged in occupations prohibited by State and Federal laws. No information is available regarding working children under the age of 10, though many are known to be employed, especially in such occupations as agriculture and street trading.

### I. SOURCES OF INFORMATION

A. Publications of the United States Bureau of the Census:

1. The decennial census of population (volume on "Occupations" for each census) contains the only statistics of child labor for all occupations, and for the United States as a whole. The Fourteenth Census, taken in 1920, is the most recent enumeration.
2. The census of manufactures, taken every five years between 1899 and 1919, contains less detailed and less complete statistics, but is useful in studying the trend of child employment in manufacturing industries between the decennial years. Since 1919 this census has been taken biennially but has not included statistics of child labor.

B. Annual and biennial reports of State labor departments and bureaus of statistics, city school departments, etc., in many

cases contain only fragmentary information and at best are useful chiefly in showing the changes in the extent of child labor from year to year.

- C. Reports issued from time to time by the Children's Bureau of the United States Department of Labor and other public and private agencies giving the results of special inquiries in the various fields of child labor.
- D. Reports on employment certificates issued to working children published annually by the Children's Bureau of the United States Department of Labor and based on statistics furnished to the bureau by State enforcing agencies and city employment-certificate offices.

## II. SCOPE OF FEDERAL CENSUS STATISTICS

- A. The decennial census shows the number of persons 10 years of age and over in the United States reported as employed at the time of the enumeration.
- B. It does not show—
  - 1. The number of child workers *under 10 years of age*, which is considerable, especially in agricultural pursuits.
  - 2. The number of children 10 years old and over who were *employed only during the summer vacation*, and were, therefore, reported as attending school and not employed at the time of the enumeration (the census of 1920 was taken in January).

## III. NUMBER AND DISTRIBUTION OF CHILD WORKERS BY INDUSTRY AND OCCUPATION, UNITED STATES CENSUS, 1920<sup>1</sup>

(See Tables I, II, and III, and Charts I and II)

- A. Occupations usually not regulated by State child-labor laws and not covered by the Federal child-labor laws<sup>2</sup>
  - 1. Agricultural pursuits. Numbers reported employed: 647,309 children, or 61 per cent of the total number 10 to 15 years of age, inclusive, reported at work, of whom over half (328,958)

<sup>1</sup> These figures show a considerable decrease in comparison with the 1910 census, not only in the total number of children at work but also in the numbers employed in each of the principal general occupational groups. As compared with an increase of 15.5 per cent in the child population 10 to 15 years of age, inclusive, the number of children gainfully employed decreased almost half (46.7 per cent). In the proportion, also, of all children of these ages who are gainfully employed a corresponding decrease took place—from 18.4 per cent in 1910 to 8.5 per cent in 1920. The decline in both actual numbers and proportion employed is most striking in connection with agricultural pursuits, in which the numbers decreased 54.8 per cent, or from 72 per cent to 61 per cent of the total number of children gainfully employed. Marked decreases are shown also for the mining occupations (60.2 per cent), domestic service (51.9 per cent), and manufacturing and mechanical industries (29 per cent).

According to the interpretation of the Census Bureau, the decrease in the number and proportion of children employed between the two census periods is at least in part due

were under 14 years of age. The greater number of these children worked on the home farm, but 63,990 children between 10 and 16 were reported as working out as farm laborers. No information is published in the census regarding the number of children under 10 years of age employed in agriculture, but special studies made by the Children's Bureau and other agencies indicate that many young children are employed as farm laborers in different parts of the country. (See Children in Agriculture.)

Undoubtedly a much larger number of children are regularly employed in this occupation than were reported when the census was taken—which was in January at the time when many children usually employed as farm laborers were not at work.<sup>3</sup> In 1910, when the census was taken in April, 1,432,428 children between 10 and 16, or 72 per cent of the total number of these ages reported as employed, were engaged in agriculture.

- 2. Domestic and personal service.<sup>4</sup> Numbers reported employed: 54,006, or 5.1 per cent of the working children 10 to 15 years of age, inclusive, and 0.4 per cent of the total child population of that age. Of these, 12,172 were under 14 years of age.

### B. Occupations usually regulated by State child-labor laws but not covered by the Federal child-labor laws<sup>2</sup>

- 1. Clerical pursuits, trade, transportation, professional, and public service. Numbers employed: 167,015, or 15.7 per cent of the working children 10 to 15 years old, inclusive. The principal occupations in which children in these pursuits were engaged: Messenger, errand, and office boy, store clerk and sales person, newsboy, delivery boy, bundle and cash boy or girl, store

to differences in the time or the method of enumeration. The principal factor in this reduction of child labor reported in 1920 is believed to be the change in census date from spring (Apr. 15 in 1910) to midwinter (Jan. 1 in 1920), which undoubtedly resulted in a smaller number of children being returned by the census enumerators as engaged in farm work and perhaps other seasonal occupations than would have been returned if the census had been taken in April as in 1910.

The statistics of employment in the nonagricultural occupations are not influenced, however, by this factor. The decrease of 20 per cent in the number of child workers in these occupational groups as contrasted with a 20 per cent increase in the total number of persons so employed may therefore safely be attributed to conditions affecting directly and especially the labor of children, chief among which are the enactment or strengthening of legal regulations. (See Child Labor in the United States—Ten Questions Answered, p. 11, U. S. Children's Bureau Publication No. 114, Washington, 1926.)

<sup>2</sup> Not now in effect, having been declared unconstitutional by the United States Supreme Court. See p. 8.

<sup>3</sup> Fourteenth Census of the United States, 1920, vol. 4, Population, Occupations, p. 475. Washington, 1923.

<sup>4</sup> Some of the occupations included in this classification by the census (such as work in barber shops and laundries) are in some States covered by State laws.

laborer, telegraph messenger. Though the census publishes no information regarding the number under 10 engaged in these occupations, it is known that many young children are employed, especially in the various street trades. (See Child Workers on City Streets.)

TABLE I.—*Occupations of children 10 to 15 years of age, inclusive, by sex<sup>1</sup>*

Occupation	Children		Boys		Girls	
	Number	Per cent distribution	Number	Per cent distribution	Number	Per cent distribution
Total.....	1,060,858	100.0	714,248	100.0	346,610	100.0
Agricultural pursuits, forestry, and animal husbandry.....						
Farm labor (home farm).....	647,309	61.0	450,238	64.3	188,071	54.3
Farm labor (away from home).....	569,824	53.7	396,191	55.5	173,633	50.1
Other pursuits.....	63,990	6.0	51,000	7.1	12,900	3.7
Nonagricultural pursuits.....	413,549	36.0	255,010	35.7	158,539	45.7
Manufacturing and mechanical industries.....						
Clerical occupations.....	185,337	17.5	104,335	14.6	81,002	23.4
Trade.....	80,140	7.6	59,633	8.3	20,507	5.9
Domestic and personal service.....	63,368	6.0	49,234	6.9	14,134	4.1
Transportation.....	54,006	5.1	16,082	2.3	37,924	10.9
Extraction of minerals.....	18,912	1.8	15,617	2.2	3,265	1.0
Professional service.....	7,191	0.7	7,045	1.0	146	(?)
Public service (not elsewhere classified).....	3,465	0.3	1,979	0.3	1,486	0.4
All nonagricultural pursuits.....	1,130	0.1	1,085	0.2	45	(?)

<sup>1</sup> Fourteenth Census of the United States, 1920, vol. 4, Population, Occupations, p. 480. Washington, 1923.

<sup>2</sup> Less than one-tenth of 1 per cent.

TABLE II.—*Selected nonagricultural occupations of children 10 to 15 years of age, inclusive<sup>1</sup>*

Occupation	Children 10 to 15 years of age engaged in non-agricultural pursuits	
	Number	Per cent distribution
All nonagricultural pursuits.....	413,549	100.0
Messenger, bundle, and office boys and girls <sup>2</sup> .....	48,028	11.6
Servants and waiters.....	41,586	10.1
Salesmen and saleswomen (stores) <sup>3</sup> .....	30,370	7.3
Clerks (except clerks in stores).....	22,521	5.4
Cotton-mill operatives.....	21,875	5.3
Newsboys.....	20,706	5.0
Iron and steel industry operatives.....	12,904	3.1
Clothing-industry operatives.....	11,757	2.8
Lumber and furniture industry operatives.....	10,585	2.6
Silk-mill operatives.....	10,023	2.4
Shoe-factory operatives.....	7,545	1.8
Woolen and worsted mill operatives.....	7,077	1.7
Coal-mine operatives.....	5,850	1.4
All other occupations.....	162,722	39.3

<sup>1</sup> Children in Gainful Occupations at the Fourteenth Census of the United States, 1920, p. 30. Bureau of the Census, Washington, 1924.

<sup>2</sup> Except telegraph messengers.

<sup>3</sup> Includes clerks in stores.

TABLE III.—*Proportion of children among all workers in manufacturing and mechanical industries<sup>1</sup>*

Industry and occupation	Persons engaged in manufacturing and mechanical industries			
	Total 10 years of age and over	Children 10 to 15 years of age, inclusive		
		Both sexes		Boys
	Number	Per cent	Boys	Girls
Total.....	12,818,524	185,337	1.4	104,335
Laborers and semiskilled operatives (n. o. s.).....	6,576,571	164,064	2.5	86,623
Building and hand trades.....	693,725	7,476	1.1	7,009
Chemical and allied industries.....	124,630	2,158	1.7	1,119
Cigar and tobacco factories.....	180,379	4,938	2.7	1,299
Clay, glass, and stone industries.....	209,978	4,968	2.4	3,939
Clothing industries.....	422,137	11,757	2.8	2,288
Electrical supply factories.....	91,630	1,892	2.1	1,013
Food industries.....	348,430	9,934	2.9	4,633
Iron and steel industries.....	1,419,503	12,904	.9	10,617
Other metal industries.....	159,178	3,766	2.4	2,181
Lumber and furniture industries.....	489,332	10,585	2.2	9,159
Paper and pulp mills.....	106,932	1,273	1.2	730
Paper-box factories.....	23,836	1,799	7.5	464
Printing and publishing.....	91,839	4,023	4.4	2,048
Rubber factories.....	137,671	2,106	1.5	1,167
Shoe factories.....	225,435	7,545	3.3	4,374
Tanneries.....	59,706	781	1.3	554
Textile industries.....	945,707	54,649	5.8	21,917
Cotton mills.....	378,769	21,875	5.8	10,198
Knitting mills.....	119,547	7,981	6.7	2,087
Silk mills.....	125,314	10,262	8.0	5,004
Woolen and worsted mills.....	145,645	7,077	4.8	3,009
All other textile mills.....	172,945	7,683	4.4	3,103
All other.....	846,433	21,519	2.5	12,112
All other occupations.....	6,241,953	* 21,273	.3	17,712
				3,561

<sup>1</sup> Fourteenth Census of the United States, 1920, vol. 4, Population, Occupations, pp. 378 and 480. Washington, 1923.

<sup>2</sup> Includes 6,980 apprentices to building and hand trades, 12,343 apprentices to other industries, and 1,950 children engaged in other occupations.

### C. Occupations usually regulated by State child-labor laws and covered also by the Federal child-labor laws<sup>6</sup>

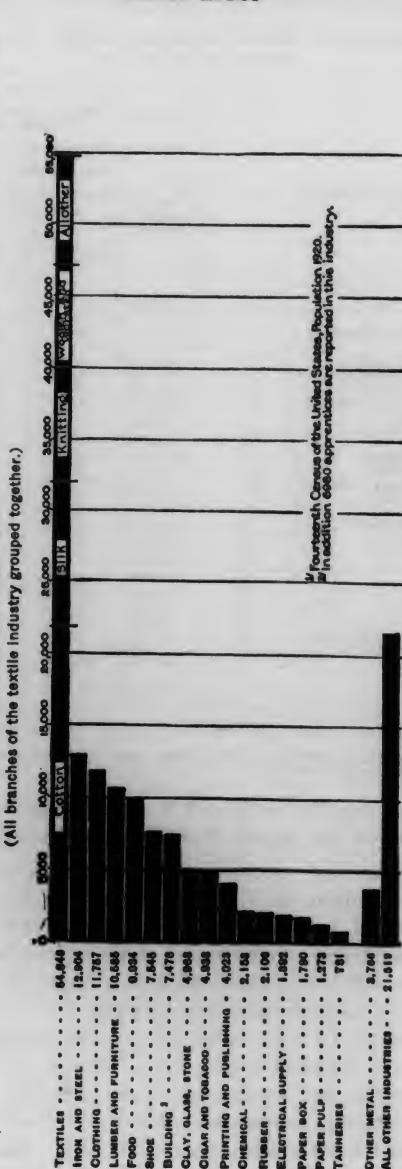
1. Manufacturing and mechanical pursuits. Numbers employed: 185,337 children, or 17.5 per cent of the total number 10 to 15 years old, inclusive, reported at work, and 1.5 per cent of the total number of children of those ages in the United States. Of these, 9,473 were under 14 years of age. The leading child-employing manufacturing industries:

(a) According to the number of children employed as laborers and semiskilled operatives: Textiles (cotton, silk, knit goods, and woolen and worsted goods), iron and steel, clothing, lumber and furniture, food, shoes, building and hand trades, clay, glass and stone, cigars and tobacco, printing and publishing, metals other than iron and steel, chemical and allied industries, and rubber.

<sup>6</sup> Not now in effect, having been declared unconstitutional by the United States Supreme Court. See p. 8.

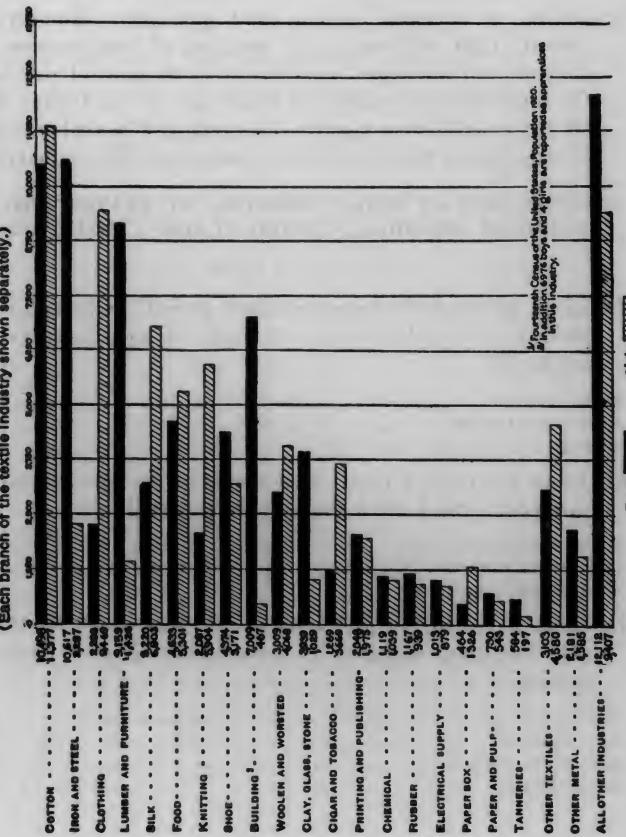
## CHILD LABOR.

CHART I. CHILDREN 10 TO 15 YEARS OF AGE, INCLUSIVE, EMPLOYED AS LABORERS AND SEMISKILLED OPERATIVES IN MANUFACTURING AND MECHANICAL INDUSTRIES, 1920.<sup>1</sup>



## EXTENT AND DISTRIBUTION

CHART II. BOYS AND GIRLS 10 TO 15 YEARS OF AGE, INCLUSIVE, EMPLOYED AS LABORERS AND SEMISKILLED OPERATIVES IN MANUFACTURING AND MECHANICAL INDUSTRIES, 1920.<sup>1</sup>



(b) According to the proportion of children employed as laborers and semiskilled operatives among total wage earners in the same industries: Paper-box factories, textiles, printing and publishing, shoes, food, clothing, cigars and tobacco, clay, glass and stone, metals other than iron or steel, lumber and furniture, electrical supplies, chemical and allied industries, and rubber.

2. Extraction of minerals (mines and quarries). Numbers employed: 7,191 children, or 0.7 per cent of total number 10 to 15 years old, inclusive, reported at work, and 0.1 per cent of the total child population of those ages in the United States. Of these, 5,850 were reported as employed in coal mines, 127 in iron mines, 825 in all other mines, and 389 in quarries.

**IV. DISTRIBUTION OF CHILD WORKERS, BY STATES AND GEOGRAPHICAL DIVISIONS, UNITED STATES CENSUS, 1920**

(See Tables IV and V)

A. Divisions in which the largest number, as well as the largest proportion, of children 10 to 15 years of age, inclusive, were employed:

South Atlantic.....	273, 981
East South Central.....	221, 342
West South Central.....	184, 267

B. Divisions from which nearly nine-tenths of the agricultural child workers in the United States were reported:

South Atlantic.....	214, 906
East South Central.....	196, 620
West South Central.....	158, 187

C. Divisions reporting largest number of children 10 to 15 years old, inclusive, engaged in manufacturing and mechanical pursuits:

Middle Atlantic.....	61, 293
New England.....	39, 708
East North Central.....	30, 152
South Atlantic.....	26, 304

TABLE IV.—*Per cent of increase or decrease, 1910 to 1920, in number of children in each principal occupation group, by geographical divisions and States*

[Fourteenth Census of the United States, Population: 1920. Occupations of Children]

Divisions and States	Children 10 to 15 years of age, inclusive, engaged in specified occupation group																											
	Total			Agricultural pursuits			Manufacturing and mechanical industries			Domestic and personal service			Clerical occupations			Trade			Transportation			Extraction of minerals			Other occupations			
	1920	1910	Per cent of increase or decrease, 1910 to 1920 <sup>1</sup>	1920	1910	Per cent of increase or decrease, 1910 to 1920	1920	1910	Per cent of increase or decrease, 1910 to 1920	1920	1910	Per cent of increase or decrease, 1910 to 1920	1920	1910	Per cent of increase or decrease, 1910 to 1920	1920	1910	Per cent of increase or decrease, 1910 to 1920	1920	1910	Per cent of increase or decrease, 1910 to 1920	1920	1910	Per cent of increase or decrease, 1910 to 1920				
United States.....	1,060,858	1,900,225	-46.7	647,309	1,432,428	-54.8	185,337	260,944	-29.0	54,006	112,157	-51.8	80,140	71,001	+12.9	63,368	70,700	-10.4	18,912	20,802	-9.1	7,191	18,000	-60.2	4,595	4,103	+12.0	
New England.....	59,239	63,939	-46.7	3,053	5,692	-46.4	39,708	40,291	-1.4	2,946	4,331	-32.0	6,973	6,171	+13.0	5,110	5,978	-14.5	1,066	1,067	+1.8	30	99	-69.7	333	310	+7.4	
Maine.....	2,585	5,426	-52.4	823	1,600	-48.6	844	2,623	-67.8	454	637	-28.7	113	143	-21.0	239	303	-21.1	86	82	-----	2	11	24	27	-----	-----	
New Hampshire.....	1,526	3,759	-59.4	215	543	-60.4	852	2,539	-66.4	165	320	-48.4	87	91	-----	166	201	-17.4	29	44	-----	1	10	11	11	-----	-----	
Vermont.....	1,277	2,565	-50.2	510	1,306	-60.9	276	486	-43.2	219	448	-51.1	47	43	-----	163	193	-15.5	31	47	-----	18	38	13	4	-----	-----	
Massachusetts.....	33,723	32,745	+3.0	831	1,131	-26.5	23,753	21,637	+9.8	1,226	1,764	-30.5	4,317	3,995	+8.1	2,749	3,399	-19.1	655	612	+7.0	7	27	185	180	+2.8	-----	
Rhode Island.....	8,569	8,076	+6.1	119	231	-48.5	6,979	6,024	+15.9	185	239	-38.1	737	747	-1.3	420	637	-34.0	96	102	-5.9	2	6	31	30	-----	-----	
Connecticut.....	11,559	11,368	+1.7	555	881	-37.0	7,004	6,982	+0.3	697	863	-19.2	1,672	1,152	+45.1	1,373	1,245	+10.3	189	180	+5.0	7	7	69	58	-----	-----	
Middle Atlantic.....	131,541	187,781	-29.9	8,922	29,453	-69.7	61,293	76,880	-20.3	8,511	19,961	-57.4	30,924	29,681	+4.2	13,817	18,201	-24.1	3,737	4,145	-9.8	3,427	8,352	-59.0	910	1,108	-17.9	
New York.....	49,846	65,094	-23.4	2,401	6,612	-63.7	17,542	24,036	-25.8	2,404	6,447	-62.7	19,064	16,928	+12.6	5,854	8,621	-32.0	1,783	1,862	-4.2	20	55	55	519	-7.9	-----	
New Jersey.....	26,024	25,792	+0.9	998	2,542	-60.7	15,630	15,877	+12.6	1,226	2,657	-53.9	3,346	2,953	+53.5	2,185	1,544	-15.4	687	1,029	+13.9	15	30	146	154	-5.2	-----	
Pennsylvania.....	55,671	66,895	-42.5	5,523	20,299	-72.8	27,821	38,953	-28.6	4,881	10,857	-55.0	6,723	9,407	-38.5	5,778	1,267	-17.4	1,267	1,080	-24.6	3,392	8,267	-59.0	286	435	-34.3	-----
East North Central.....	100,801	176,240	-42.8	23,425	76,935	-69.6	30,152	44,020	-31.5	8,583	17,635	-51.3	17,200	14,512	+18.9	16,593	17,005	-2.9	3,052	3,448	-11.5	905	1,788	-49.4	831	807	+3.0	
Ohio.....	18,119	42,846	-57.7	3,721	15,341	-75.7	4,874	12,122	-59.8	1,776	4,729	-62.4	2,352	3,244	-27.5	4,231	5,445	-22.3	628	884	-29.0	347	586	-59.5	190	225	-15.6	
Indiana.....	16,911	33,693	-40.8	4,844	17,981	-73.0	4,744	7,845	-35.4	1,638	2,910	-43.7	1,643	1,302	+26.2	3,045	2,839	+7.3	631	570	+10.7	226	585	-61.4	140	161	-13.0	
Illinois.....	36,933	56,519	-34.6	5,891	23,370	-73.2	11,714	13,488	-13.2	2,587	5,226	-50.3	10,433	7,497	+39.2	4,868	5,113	-4.8	1,007	1,299	-22.5	251	249	+0.8	272	268	+1.5	
Michigan.....	13,154	19,293	-31.8	3,588	8,292	-56.7	3,305	4,692	-33.8	1,315	1,827	-28.0	1,437	1,285	+11.8	2,771	2,322	+19.3	486	403	+23.6	74	80	-----	166	92	-----	
Wisconsin.....	15,684	23,893	-34.4	5,471	11,961	-54.2	5,115	6,073	-9.2	1,267	2,943	-56.9	1,385	1,184	+17.8	1,678	1,376	+21.9	288	292	-1.4	7	18	63	61	-----	-----	
West North Central.....	57,906	142,636	-50.2	29,722	103,348	-71.2	7,938	12,685	-37.4	5,029	10,817	-53.5	5,884	4,920	+19.4	6,023	6,616	+0.1	1,914	2,333	-18.0	324	876	-63.0	472	442	+6.8	
Minnesota.....	8,271	18,364	-55.0	4,698	13,373	-64.9	665	1,264	-47.4	869	1,921	-54.8	712	615	+15.8	1,035	793	+30.5	215	302	-28.8	15	22	62	74	-----	-----	
Iowa.....	9,121	24,385	-62.6	4,184	16,711	-75.0	1,099	2,381	-53.8	1,052	2,227	-52.8	714	799	-10.6	1,538	1,370	+12.3	369	496	-25.6	56	341	-83.6	109	60	-----	
Missouri.....	22,587	52,702	-57.1	9,622	35,134	-72.6	4,816	7,206	-33.2	1,591	3,570	-55.4	3,443	2,745	+25.4	2,124	2,720	-21.9	604	816	-15.0	141	208	-52.7	156	213	-20.8	
North Dakota.....	2,816	7,352	-61.7	2,364	6,283	-62.4	48	144	-66.7	199	667	-70.2	47	41	-----	97	118	-17.8	43	86	-----	5	13	13	13	-----	-----	
South Dakota.....	5,555	8,209	-63.9	1,923	7,090	-72.8	120	157	-23.6	205	597	-20.0	161	183	-12.0	56	114	-50.9	2	17	19	9	-----	-----	-----	-----	-----	
Nebraska.....	5,286	12,304	-57.0	3,171	9,947	-68.1	469	537	-12.7	446	763	-41.5	370	273	+35.5	569	548	+3.8	200	198	-1.0	3	12	58	26	-----	-----	
Kansas.....	7,270	18,730	-61.2	3,755	14,810	-74.6	721	996	-27.6	667	1,072	-37.8	534	414	+20.0	1,099	884	+24.3	337	321	+5.0	102	186	-45.2	55	47	-----	
South Atlantic.....	273,981	563,246	-51.4	214,906	456,913	-53.0	26,304	55,201	-52.3	12,380	28,247	-56.2	8,318	6,494	+28.1	7,150	8,962	-20.2	3,383	3,816	-11.3	817	3,163	-74.2	723	450	+60.7	
Delaware.....	1,406	3,656	-61.5	393	2,185	-82.0	405	644	-37.1	168	433	-61.2	249	189	+31.7	125	150	-16.7	58	44	-7.9	27	291	-90.7	8	10	-----	
Maryland.....	12,300	24,167	-49.1	3,163	9,127	-65.3	3,794	7,505	-49.5	1,521	3,391	-55.1	2,096	1,849	+13.4	1,241	1,504	-17.5	383	416	-7.9	27	291	-90.7	8	10	-----	
District of Columbia.....	1,871	1,345	+39.1	5	52	-----	198	152	+30.3	413	301	+5.6	680	255	+166.7	416	365	+14.0	127	96	+32.3	32	34	-----	-----	-----	-----	
Virginia.....	25,493	61,879	-58.8	15,501	44,312	-65.0	3,596	6,733	-46.6	2,885	7,023	-58.9	1,157	818	+41.4	1,367	1,536	-11.0	654	760	-13.9	188	632	-70.3	145	65	-----	
West Virginia.....	7,431	23,802	-68.8	4,112	16,566	-75.2	1,096	2,197	-50.1	746	1,762	-57.7	230	292	-21.2	460	718	-35.9	269	377	-28.6</td							

TABLE V.—*Per cent of children engaged in gainful occupations, by States, 1920*<sup>1</sup>

Division and State	Children 10 to 15 years of age, inclusive					
	Total	Engaged in gainful occupations				
		Number	Per cent	Agricultural		All other
United States.....	12,502,582	1,060,858	8.5	647,309	5.2	413,549
New England.....	768,131	59,239	7.7	3,053	.4	56,186
Maine.....	82,620	2,585	3.1	823	1.0	1,762
New Hampshire.....	45,691	1,526	3.3	215	.5	1,311
Vermont.....	35,579	1,277	3.3	510	1.3	767
Massachusetts.....	394,026	33,723	8.6	631	.2	32,892
Rhode Island.....	63,739	8,569	13.4	119	.2	8,450
Connecticut.....	143,267	11,559	8.1	555	.4	11,004
Middle Atlantic.....	2,397,736	131,541	5.5	8,922	.4	122,619
New York.....	1,059,635	49,846	4.7	2,401	.2	47,445
New Jersey.....	341,185	26,024	7.6	998	.3	25,026
Pennsylvania.....	996,916	55,671	5.6	5,523	.6	50,148
East North Central.....	2,312,711	100,801	4.4	23,425	1.0	77,376
Ohio.....	506,741	18,119	3.0	3,721	.6	14,398
Indiana.....	323,979	16,911	5.2	4,844	1.5	12,067
Illinois.....	699,310	36,933	5.3	5,801	.8	31,132
Michigan.....	384,213	13,154	3.4	3,588	.9	9,566
Wisconsin.....	308,468	15,684	5.1	5,471	1.8	10,213
West North Central.....	1,477,863	57,906	3.9	29,722	2.0	28,184
Minnesota.....	277,528	8,271	3.0	4,698	1.7	3,573
Iowa.....	270,217	9,121	3.4	4,184	1.5	4,937
Missouri.....	395,682	22,587	5.7	9,622	2.4	12,965
North Dakota.....	87,883	2,816	3.2	2,364	2.7	452
South Dakota.....	78,427	2,555	3.3	1,928	2.5	627
Nebraska.....	155,920	5,286	3.4	3,171	2.0	2,115
Kansas.....	211,708	7,270	3.4	3,755	1.8	3,515
South Atlantic.....	1,911,574	273,981	14.3	214,909	11.2	59,075
Delaware.....	23,809	1,406	5.9	393	1.7	1,013
Maryland.....	164,546	12,300	7.5	3,168	1.9	9,132
District of Columbia.....	35,230	1,871	5.3	5	(*)	1,866
Virginia.....	311,915	25,493	8.2	15,501	5.0	9,992
West Virginia.....	191,289	7,431	3.9	4,112	2.1	3,319
North Carolina.....	373,484	62,162	16.6	50,582	13.5	11,580
South Carolina.....	260,204	63,520	24.4	56,920	21.9	6,600
Georgia.....	427,235	88,934	20.8	77,105	18.0	11,829
Florida.....	123,852	10,864	8.8	7,120	5.7	3,744
East South Central.....	1,267,275	221,342	17.5	196,620	15.5	24,722
Kentucky.....	318,408	26,754	8.4	21,036	6.6	5,718
Tennessee.....	323,548	39,837	12.3	32,322	10.0	7,511
Alabama.....	349,537	54,397	24.1	77,395	22.1	7,002
Mississippi.....	275,782	70,354	25.5	65,863	23.9	4,491
West South Central.....	1,449,764	184,267	12.7	158,187	10.9	26,080
Arkansas.....	259,593	48,140	18.5	45,689	17.6	2,454
Louisiana.....	258,052	32,274	12.5	23,718	9.2	8,556
Oklahoma.....	289,532	22,981	7.9	19,752	6.8	3,229
Texas.....	642,582	80,872	12.6	69,031	10.7	11,841
Mountain.....	393,563	15,612	4.0	8,950	2.3	6,662
Montana.....	60,045	1,402	2.3	678	1.1	724
Idaho.....	54,641	1,008	2.9	1,092	2.0	516
Wyoming.....	20,387	608	3.0	307	1.5	301
Colorado.....	104,790	4,558	4.3	1,955	1.9	2,603
New Mexico.....	48,032	2,195	4.6	1,418	3.0	777
Arizona.....	38,278	2,711	7.1	1,981	5.2	730
Utah.....	60,675	2,361	3.9	1,477	2.4	884
Nevada.....	6,715	169	2.5	42	.6	127
Pacific.....	524,465	16,169	3.1	3,524	.7	12,645
Washington.....	138,645	4,650	3.4	1,024	.7	3,626
Oregon.....	81,500	2,462	3.0	668	.8	1,794
California.....	304,320	9,057	3.0	1,832	.6	7,225

<sup>1</sup> Compiled from Children in Gainful Occupations at the Fourteenth Census of the United States, 1920, p. 13, Washington, 1924.

<sup>2</sup> Less than one-tenth of 1 per cent.

V. THE RELATION BETWEEN RURAL CHILD LABOR, ILLITERACY,  
AND SCHOOL ATTENDANCE

(See Table VI)

A. The divisions and States in which both the largest numbers and largest proportions of children were employed were those for which were also reported:

1. The largest numbers of child farm laborers.
2. The highest proportions of illiterates among the population 10 years old and over.
3. The smallest proportions of children attending school.

TABLE VI.—Rural child labor, illiteracy, and school attendance<sup>1</sup>

Divisions and States	Children 10 to 15 years of age, inclusive, engaged in agricultural pursuits		Per cent illiterate in the total population 10 years of age and over	Per cent of children 7 to 13 years of age, inclusive, reported as attending school
	Number	Per cent of total child population		
United States	647,309	5.2	6.0	90.6
New England	3,053	.4	4.9	95.3
Maine	823	1.0	3.3	94.2
New Hampshire	215	.5	4.4	93.4
Vermont	510	1.3	3.0	93.9
Massachusetts	831	.2	4.7	96.1
Rhode Island	119	.2	6.5	95.6
Connecticut	555	.4	6.2	94.7
Middle Atlantic	8,922	.4	4.9	94.3
New York	2,401	.2	5.1	93.9
New Jersey	998	.3	5.1	94.9
Pennsylvania	5,523	.6	4.6	94.5
East North Central	23,425	1.0	2.9	95.1
Ohio	3,721	.6	2.8	96.0
Indiana	4,844	1.5	2.2	94.9
Illinois	5,801	.8	3.4	94.7
Michigan	3,588	.9	3.0	94.9
Wisconsin	5,471	1.8	2.4	94.5
West North Central	29,722	2.0	2.0	93.9
Minnesota	4,668	1.7	1.8	93.9
Iowa	4,184	1.5	1.1	95.0
Missouri	9,622	2.4	3.0	93.4
North Dakota	2,364	2.7	2.1	92.1
South Dakota	1,928	2.5	1.7	93.5
Nebraska	3,171	2.0	1.4	93.9
Kansas	3,755	1.8	1.6	94.5
South Atlantic	214,906	11.2	11.5	85.6
Delaware	303	1.7	5.9	95.2
Maryland	3,168	1.9	5.6	92.6
District of Columbia	5	(?)	2.8	93.5
Virginia	15,501	5.0	11.2	84.8
West Virginia	4,112	2.1	6.4	89.1
North Carolina	50,882	13.5	13.1	87.0
South Carolina	56,920	21.9	18.1	87.1
Georgia	77,105	18.0	15.3	79.1
Florida	7,120	5.7	9.6	83.2

<sup>1</sup> Compiled from the Fourteenth Census of the United States, 1920, Population, vol. 3, pp. 34-39, and Children in Gainful Occupations at the Fourteenth Census of the United States, p. 13.

<sup>2</sup> Less than one-tenth of 1 per cent.

TABLE VI.—Rural child labor, illiteracy, and school attendance—Continued

Divisions and States	Children 10 to 15 years of age, inclusive, engaged in agricultural pursuits		Per cent illiterate in the total population 10 years of age and over	Per cent of children 7 to 13 years of age, inclusive, reported as attending school
	Number	Per cent of total child population		
East South Central	196,620	15.5	12.7	83.6
Kentucky	21,036	6.6	8.4	88.5
Tennessee	32,326	10.0	10.3	85.3
Alabama	77,395	22.1	16.1	80.4
Mississippi	65,863	23.9	17.2	80.1
West South Central	158,187	10.9	10.0	82.5
Arkansas	45,686	17.6	9.4	82.0
Louisiana	23,718	9.2	21.9	75.9
Oklahoma	19,752	6.8	3.8	85.8
Texas	69,031	10.7	8.3	83.7
Mountain	8,950	2.3	5.2	91.8
Montana	678	1.1	2.3	92.8
Idaho	1,092	2.0	1.5	95.5
Wyoming	307	1.5	2.1	92.8
Colorado	1,955	1.9	3.2	93.9
New Mexico	1,418	3.0	15.6	87.4
Arizona	1,981	5.2	15.3	78.8
Utah	1,477	2.4	1.9	95.5
Nevada	42	.6	5.9	90.5
Pacific	8,524	.7	2.7	94.1
Washington	1,024	.7	1.7	94.7
Oregon	668	.8	1.5	94.7
California	1,832	.6	3.3	93.9

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(See also Reading References under Outline 3, pp. 36-38.)

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### OUTLINE 3. THE CAUSES, SOCIAL COST, AND PREVENTION OF CHILD LABOR

Poverty and ignorance are both cause and effect of child labor. Although a large proportion of the children who go to work as soon as the law allows give dissatisfaction with school as the direct cause, nevertheless it is chiefly in homes where poverty, past or present, has caused a low standard of living or ignorance of the value of education that this dissatisfaction results in the child's leaving school for work.

There is ground for believing that premature employment affects growth and physical development unfavorably. It deprives the individual of education, thereby limiting not only his wage-earning ability but also his development as a citizen and a member of society. It is industrially wasteful.

While the enactment and the adequate enforcement of good child-labor and compulsory school attendance laws are essential to the proper protection of children against industrial exploitation and loss of educational opportunity, adequate family incomes and an educational system satisfactorily adjusted to the needs of adolescent children of varying abilities and interests are prerequisite to the solution of the child-labor problem.

#### I. THE CAUSES OF CHILD LABOR

##### A. Family necessity

1. The reports of investigations made in various localities show that many children entering industry at an early age do so because of personal or family necessity, though recent investigators tend to regard this as of less importance than other motives in early wage earning.

(a) An intensive inquiry into the causes of leaving school for work in the case of 620 children in seven industrial centers located in Rhode Island, Georgia, Alabama, South Carolina, and Pennsylvania, based on the family income for the preceding year, showed that 30 per cent of the children entered employment because of family necessity. (See Summary of the Report on Condition of Woman and Child Wage Earners in the United States, pp. 263-264.)

- (b) Of 864 families having children under 16 years of age at work in the glass industry, the earnings of the children were necessary to maintain the family in 36 per cent. (*Ibid.*, p. 32.)
- (c) Two-fifths of 823 children interviewed in connection with a study of working children of Boston, Mass., gave economic need as a reason for leaving school. (See *The Working Children of Boston*, p. 99.)
- (d) Of 263 continuation-school children interviewed in Massachusetts in 1918, 6 per cent gave immediate economic need as the chief cause for leaving school for work, but "in every case except one a careful investigation revealed that this was not the cause." (See *The Intelligence of Continuation-School Children in Massachusetts*, pp. 96, 123.)
- (e) In a study of 245,000 employed boys between 16 and 18 years of age in New York State in 1919, from 11 to 19 per cent, according to the size of the community, gave financial reasons when asked why they had left school for work. (See *Our Boys*, pp. 116-117.)
- (f) Of 589 working children between 14 and 18 years interviewed in a study in Indiana in 1926, 22 per cent gave "economic reasons" for going to work, in practically all these cases the parent claiming that employment of the child was necessary for the support of the family. (See *School or Work in Indiana*, p. 17.)
- (g) As a result of a study of the home conditions of 600 working children in Cincinnati the investigator concludes, "Last of all in importance [in keeping children in school] I should rank the economic status of the family. It seems to be true that if the ability of the child is adequate and the parental ideals are fixed upon education, some way is found to keep the child in school." (See *An Experimental Study of Children*, p. 726.)
- 2. Many children go to work because their earnings are desired to raise the level of personal or family subsistence, although not absolutely necessary for support.
- 3. Even when not the primary cause poverty is an important secondary cause of early child labor. Many parents, deprived, generally through poverty, of an education in their youth, do not understand the value of education for their children and permit them to leave school and go to work even when the family income is sufficient to keep the child in school. Economic necessity is an important factor in the employment of children

on the home farm. The work of children on the farm is very generally regarded as a necessity, especially in the case of crops requiring much hand labor, inasmuch as farm labor is costly and farmers as a rule have little ready money. Although farm work does not usually oblige children to leave school at an early age, it is responsible both for irregular school attendance and for shortening of the school term in rural districts.

*B. Failure of many schools to interest the child and to provide him with the right kind of training*

1. Investigations have shown that dissatisfaction with school, including in some cases inability to do the required school work, is the principal or sole reason for leaving school for work in a large proportion of cases, and that in many others it is a contributing cause.
  - (a) The study of conditions under which 620 children left school to go to work (see Topic I, A, 1), previously mentioned, showed that 49 per cent of the children studied "were not satisfied at school, their attitude ranging from a mere dislike to a positive hatred of everything connected with the schools." In 27 per cent of the cases the child's dissatisfaction with school was the direct cause of going to work. (See *Summary of the Report on Condition of Woman and Child Wage Earners in the United States*, pp. 33 and 264.)
  - (b) One-fifth of all the children interviewed in the study of working children of Boston stated that their reason for leaving school was that they were discontented with school. (See *The Working Children of Boston*, p. 115.)
  - (c) Twenty-five per cent of the Indiana children interviewed gave dislike for school, and 14 per cent difficulty of school work as their reason for going to work. (See *School or Work in Indiana*, p. 18.)
  - (d) In the case of 385 children attending continuation schools in Iowa, 50 per cent gave dislike of school or difficulty of school work as the principal reason for leaving regular school. (See *Special Investigation of Children in Industry Attending Part-Time School*, p. 6.)
  - (e) Thirty-six per cent of the boys and 22 per cent of the girls in a study of 500 employed children in Pittsburgh reported dislike of school as the principal reason for leaving. (See *a Study of Five Hundred Employed Pupils*, pp. 4-5.)

- (f) Fifty per cent of the Massachusetts continuation-school children studied gave inability to do school work as their reason for quitting school. (See *The Intelligence of Continuation School Children in Massachusetts*, p. 96.)
- (g) From 3 to 15 per cent of employed boys in New York gave dislike of school as their reason for leaving, the smallest percentage being in New York City. (See *Our Boys*, p. 117.)

2. Though many children undoubtedly leave school because of restlessness, impatience with discipline, and personal and family ignorance of the value of continued school training, an important cause of dissatisfaction with school is found in the fact that, despite improvements in recent years, many school systems do not yet provide training adapted to the needs of an industrial society.

- (a) The training in the upper grades often lacks practical appeal, robbing many children of an incentive to continue their education and causing dissatisfaction among parents and children.
- (b) Children with no marked intellectual tastes, though in many cases with sufficient ability in practical work, get discouraged by repeated failure and leave school.
- (1) A serious amount of retardation in the sense of being overage for grade in school is found among working children.
  - (a) 32 per cent of the regular workers in the study of the working children of Boston had failed to complete normal grades for their ages. (See *The Working Children of Boston*, p. 166.)
  - (b) In 1925 46 per cent of the boys and 43 per cent of the girls attending continuation schools in Newark, N. J., and 42 per cent and 31 per cent, respectively, in Paterson, N. J., had been overage for their grades when they left regular school. (See *The Working Children of Newark and Paterson, N. J.*)
  - (c) Studies of retardation in rural areas indicate that the problem is an even more serious one among child laborers on farms. Forty-two per cent of the white children working on home farms and 45 per cent working away from the home farms in rural areas included in surveys made by the Children's Bureau were overage for their

school grades. Colored children working on farms had a larger percentage who were retarded than white children. (See *Children in Agriculture*, pp. 73-74.)

(2) Retardation in school does not necessarily imply mental inferiority. It may result from illness, home conditions, or many other causes besides inability to do school work. Even if it results from such inability it does not imply that the retarded individual or group is uneducable but only that the individual or group is uneducable by the materials and methods in use.

*C. Ignorance of the physical, economic, and moral disadvantages of early child labor and of the advantages of continued school training on the part of—*

1. The child.
  - (a) The child is eager to go to work because his friends are at work, because he wishes to be independent, and because he is attracted by the feeling of adventure and the freedom which entrance into industry brings.
  - (b) He is too immature to have a definite ambition, too ignorant of industrial conditions to foresee the future that awaits the untrained worker, and too unacquainted with fields of work where education counts to understand its value. When, if ever, the importance of education is realized, the opportunity has usually gone by.
2. The parent.
  - (a) The parent in many cases went to work as soon as the law allowed, and, without weighing the matter at all, expects his child to do the same.
  - (b) Some parents believe that it is good for children to go to work young and that while they are in school they are not learning anything "practical." The tardiness of the schools in adapting the content and method of education to fit different types of ability has probably contributed to this point of view.
  - (c) Even parents who realize dimly the value of education are not sufficiently impressed with its importance to make the effort required to keep children in school against their will.
  - (d) Some parents (probably comparatively few) look upon the child as an economic asset.

## 3. The employer.

- (a) Many employers, who themselves entered industry at an early age, are sincere in their belief that premature labor does the child no harm. They are likely to consider isolated cases in which no apparent harm was done as typical, when, as a matter of fact, they are exceptional.
- (b) Some are too shortsighted to see the economic and social waste involved, as long as a supply of cheap labor is available for immediate needs; some, however, refuse to use child labor because of its cost to industry.
- (c) Experience has shown that industries employing children are not injured when child labor is no longer available. Moreover, if an industry can not exist without child labor it has no right to exist, for child labor is too costly to society.

## 4. The teacher.

- (a) Some teachers are ignorant of conditions in the business and industrial world.
- (b) Some teachers believe that "it is better for children to be at work than running the streets," failing to realize that idleness is not the sole alternative to child labor; also, that child laborers are often unemployed.
- (c) Teachers in close contact with the child who is a misfit in the schools frequently believe that such a child can not profit by an education, unaware that a solution may be found in reorganization of the educational system.

## 5. The public.

- (a) The public, ignorant of real conditions, holds views similar to those of the parent, the employer, and the teacher.
- (b) The public is in many cases preoccupied, indifferent, or blinded by selfish interests. It needs to be aroused to the dangers to society as a whole and to industry in particular, as well as to individuals, in premature child labor.

## II. THE SOCIAL COST OF CHILD LABOR

## A. Health

1. Although little is known regarding the specific effects of industrial or other regular employment on the health of the growing child and much need exists for investigation in this field, knowledge of the physical characteristics of adolescence leads

physicians to believe that employment during early adolescence is detrimental to normal physical development. (See Physical Standards for Working Children.)

- (a) These are years of great growth.
- (b) The growing body is peculiarly liable to overstrain.
- (c) Much of the work that children do involves overstrain of one kind or another.
- (d) Many children are employed at occupations for which they are unfitted by reason of physical defect or peculiarity. A study of the health of employed continuation-school children in New York State indicated that 28 per cent of the defects found among the children were accentuated by the conditions of their work. (See The Health of the Working Child, p. 67.)
- (e) Employed children do not have time for sufficient play for proper physical development.

2. Where studies have been made, the evidence as to the effect of working life on young adolescents on the whole appears to be unfavorable.

- (a) Sickness-insurance records have shown an extremely high rate of morbidity among youthful workers in Austria, one of the few countries where any study of the effects of work on young persons has been made, especially during the second year of working life, when the injurious results of the occupation have had time to make themselves felt.
- (b) Study of the causes of death among cotton-mill operatives in Fall River shows that the death rate from tuberculosis among boys 15 to 19 years of age employed in cotton mills was nearly double that of boys not so employed, and among girls employed was more than double that of girls not so employed. (See Summary of Report on Condition of Woman and Child Wage Earners in the United States, p. 368.)
- (c) A comparative study of school children and working children in Cincinnati between the ages of 14 and 18, based on a series of physical tests, led to the conclusion that probably "school life favors general physical vigor and energy more than working life." (See An Experimental Study of Children, pp. 727-728.)
- (d) A comparison of a group of 14 and 15 year old children entering the textile industry in New Bedford with a group "after a brief period of work," based on height

and weight, showed that 26 per cent of the latter compared with 32 per cent of the former were underweight; but the investigator explains the difference as probably due to the fact that "extra funds in the family permit better living, and in certain cases the child who goes to work is allowed somewhat different food." (See *Certain Adolescents in Industry*, pp. 18-19.)

3. Children are more prone to accidents than adult workers.
  - (a) The thoughtlessness natural to their years and ignorance of consequences make them more careless with machinery.
  - (1) Thousands of industrial accidents to young workers are reported annually, many of which result in permanent loss or loss of use of a member, in serious and permanent disfigurement, or in death. (Detailed figures on industrial accidents to minors in recent years may be found in the following official reports: Illinois Department of Labor, Industrial Commission, Bureau of Labor Statistics, Bulletin No. 1, Accidents to Employed Minors in Illinois, 1927; State of New York, Department of Labor, Special Bulletin No. 144, June, 1926, Some Recent Figures on Accidents to Women and Minors; Special Bulletin No. 8, Industrial Commission of Ohio, 1927, Statistical Reports of Injuries to Minors under 18 Years of Age; Pennsylvania Department of Labor and Industry, Special Bulletin No. 17, 1926, An Analysis of Compensated Accidents to Minors for the Year 1924.)
  - (2) In a study of industrial accidents to working minors in Wisconsin, Massachusetts, and New Jersey, the Children's Bureau found that in each State a larger percentage of the accidents to children 16 and 17 years of age was due to power-working machinery than of the accidents either to children 14 and 15 (who are more adequately protected by the law) or to working minors of 18 or over (who have more nearly mature judgment and better powers of muscular coordination), in spite of the fact that a greater proportion of minors 18 and over are employed in the more dangerous occupations. (See *Industrial Accidents to Employed Minors*, p. 88.)

- (b) Imperfect coordination of muscles renders them more liable to make some movement injurious in its consequences.
4. Children are more susceptible to industrial poisons than adult workers.
5. Certain occupations and industries have been recognized in legislation as especially dangerous to life or limb or injurious to the health of the growing child. These include:
  - (a) Work in and about mines and quarries.
  - (b) Occupations involving night work.
  - (c) Occupations involving exposure to mechanical hazards, to poisonous or otherwise injurious substances, to dusts, gases, etc., detrimental to health, or to risks incident to unhealthful or dangerous surroundings.
6. The States are very uneven in the amount of legal protection against industrial accidents given minors, especially minors over 16 years of age. (See Outline 4, Part I, Topics I, A 3, and H, pp. 47 and 77; Part II, Topics A and E, pp. 84 and 114.)
7. Underdevelopment, ill health, and deficiency in physical vigor in the worker result:
  - (a) To the individual worker—
    - (1) In low earning power.
    - (2) In premature old age.
  - (b) To the employer—
    - (1) In loss of industrial efficiency in his workers.
  - (c) To society—
    - (1) In physical deterioration of the race.

#### B. Education

1. Illiteracy and lack of the rudiments of a general education result from early child labor. Although it is the tendency of modern legislation to prescribe an increasingly high age and educational standard for entrance into industry, a number of States still permit children to go to work before they have received the rudiments of elementary education. (See Outline 4, Part I, Topic I, B, p. 49.)
- (a) Of 19,696 children between 14 and 16 who went to work in 1917 and 1918 in five States, the laws of which fixed no educational minima,<sup>1</sup> more than one-half had not completed the fourth grade, and more than one-fourth were unable to sign their names legibly. (See Administration of the First Federal Child Labor Law, pp. 43, 46.)

<sup>1</sup> One of these States now requires that a child be able to read and write before going to work.

(b) Less than three-fifths of all the 14 and 15 year old children taking out employment certificates to go to work in 1927 in representative industrial communities throughout the United States reporting to the Children's Bureau had completed the eighth or a higher grade, and one-fourth had completed only the sixth. (See First Regular Employment Certificates Issued to Working Children in 1928, pp. 5-7.)

2. Lack of vocational training hampers the child worker. Even if he has had the rudiments of a general education, the child of 14 or 15 has usually had no special training qualifying him for work that offers either permanency or opportunity for advancement.
3. Children of somewhat inferior ability, incapable of doing regular high-school work or of profiting by vocational training of the traditional type, are handicapped not only physically but also in the personal and social adjustments in adult life if employment deprives them of suitable training during the impressionable and physically critical period between 14 and 16 years of age, even though one or two additional years in school might not increase their wage-earning ability.
4. Long hours of monotonous work blunt the child's undeveloped faculties and offer little or no opportunity for mental development.

*C. Poverty and dependency*

1. Entering into competition with adult labor, child labor lowers the standard of adult wages.
2. Children with sufficient intelligence to profit by further education are condemned by too early entrance upon wage-earning to a lower economic plane than that to which their abilities entitle them.

*D. Delinquency*

1. Although the greater frequency of delinquency among working than among nonworking children shown in various investigations may be due in part to the less desirable home environment of the working child, the greater independence and freedom from supervision enjoyed by working children during their leisure hours and the monotonous routine of the daily work, especially distasteful to the adolescent, create conditions favorable to delinquency.
2. Direct connection between delinquency and particular occupations may have decreased with the passage of legislation excluding children from morally hazardous employments. In this connection it may be noted that studies of delinquency among

girls have shown an unusually high rate among girls in domestic service, yet few States have any effective legal regulation of the age of entering domestic service.

*E. Industrial waste*

1. To the extent that early child labor is physically detrimental it results in a physically subnormal race of adult workers.
2. Lack of education results in a great loss of potential industrial ability.

*F. Social and political loss*

1. Without education, the child worker can seldom develop into a leader, even though he may have sufficient native ability.
- (a) In a recent study in Newark and Paterson, N. J., it was found that the percentage of working children under 16 who when they left school had been advanced in school beyond the average was in Newark as large for boys and almost as large for girls as among all school children, and in Paterson was larger for both boys and girls. (See The Working Children of Newark and Paterson, N. J.) Other recent studies have noted the presence among workers under 16 years of a small very superior group. (See An Experimental Study of Children, p. 725, and The Intelligence of Continuation-School Children in Massachusetts, p. 119.)
2. Society loses not only potential leaders but also many more citizens capable of intelligent civic action.

### III. THE PREVENTION OF CHILD LABOR

*A. Legislation*

1. Adequate child-labor and school-attendance laws adequately administered are, under existing conditions, necessary to insure children protection against the evils of premature employment. (See Outline 1, p. 1, and Outline 4, p. 39, for legislative standards, past and present.)

*B. Readjustment in economic life*

Without such readjustments as will insure the following conditions, no just and final solution can be found through legislation alone:

1. A wage earned by the father, sufficient to maintain a decent standard of living.
2. A system of State aid to widows and dependent children, sufficient to enable the children to remain in school up to the age of at least 16.

*C. An educational system that will offer to children a real training for present-day life, work, and citizenship*

1. The revision of the educational system requires:
  - (a) More schoolhouses, better built and better equipped.
  - (b) More teachers, better trained and better paid.
  - (c) A revision of the curriculum so that every child may be given training best suited to his tastes and ability, with special attention to the problem of furnishing suitable training up to the age of at least 16 for children of dull-normal and border-line mentality.
  - (d) Provision for vocational training and for educational and vocational guidance.
  - (e) Provision for part-time and evening classes in trade training, trade extension education, and general education for workers of all ages. (See Outline 5, Topic II, C, p. 127.)
2. The decreased employment of children between 15 and 18 years of age connoted by the marked increase in recent years in school attendance among children of this age group, is doubtless due at least in part to programs for individualizing the type of instruction. Of the children from 15 to 18 years of age, inclusive, in the United States 8 per cent were enrolled in the public high schools in 1900, 29 per cent in 1920, and 47 per cent in 1925.<sup>2</sup>

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## OUTLINE 4. THE PRESENT LEGAL STATUS OF CHILD LABOR IN THE UNITED STATES<sup>1</sup>

(October 1, 1929)

### PART I. GENERAL SUMMARY

The child labor laws of the States set up certain standards—age, educational, and physical, as a rule—which the child must meet before he can be employed in a specified list of occupations. They limit his hours of employment during the first years of his working life, and prohibit him from engaging in certain hazardous employments. The laws are enforced through a work-permit system administered in most States by local school authorities, and through inspection of places of employment by some State agency, usually the department of labor. Moreover in every State the compulsory school attendance law, if enforced, indirectly regulates the employment of children during school hours.

In all except two States the minimum age for work, at least in factories and often in many other employments, is placed as high as 14 years, and seven States have an age minimum of 15 years or over. Thirty-six States provide an 8-hour day or 44 or 48 hour week for children under 16, and 43 prohibit their work at night.<sup>2</sup>

Few State laws apply specifically to the work of children in agricultural pursuits. Although in a number of States general child-labor laws, particularly those affecting the work of children during school hours, apply to "any gainful occupation" or "any occupation," and so would nominally cover the employment of children in farm work, the administrative difficulties of applying to farm work a system of regulation adapted primarily to the control of child labor in industrial establishments are so great that these provisions, particularly as related to work outside school hours and hours of labor, are not usually enforced against children in agricultural pursuits. As a result the only regulation of this type of child labor in most States is that which results indirectly from the operation of the general requirements of compulsory school attend-

<sup>1</sup> The age periods mentioned in Outline 4 apply, unless otherwise specified, until the child reaches the maximum age mentioned; for example, 16 to 18 applies only until the child becomes 18.

<sup>2</sup> These general statements take no account of limitations upon the application of the laws or of exemptions, which often decidedly weaken the provisions. For details see summary under I. Regulation by the States, p. 41.

ance laws. Its effectiveness, therefore, depends upon the strictness with which these laws are enforced. In six States, however—Massachusetts, Nebraska, New York, Ohio, Pennsylvania, and Wisconsin—specific regulatory provisions of one kind or another affecting the employment of children in agricultural work are found in the child labor or the compulsory school attendance laws. (See Children in Agriculture, pp. 47-55.)

The provisions of the former Federal laws (see p. 82) affected only children employed in two occupational groups—the manufacturing and mining industries.

Certain of the important phases of child-labor regulations are summarized<sup>3</sup> in the maps and outlines that follow. Because of the large number of variations found in the laws, particularly in the occupations to which they apply, it has been found necessary in this brief analysis to limit the discussion to four principal industrial or occupational groups—(1) factories and stores, (2) mines and quarries, (3) other dangerous or injurious occupations, (4) street trades.

<sup>3</sup> In the analysis of these provisions the States are arranged in groups, the basis of classification being the attainment of certain standards of protection of children from early labor, long hours, and other industrial hazards. But it should be remembered that such a classification is at best but a rough approximation of the actual position of any State in regard to its restrictions upon child labor. The laws of the various States are so differently expressed, and many of them are so burdened with exemptions the actual effect of which can not be determined, that accurate classification is impossible. For instance, a State with a minimum age of 15 years with exemptions permitting children of 12 to work under certain conditions may actually afford much less protection to its children than one with a minimum age of 14 with no exemptions. Moreover, the exemptions may be of such widely varying degrees of importance that the fact that two States are classified under the same heading does not necessarily imply that their standards are even approximately the same.

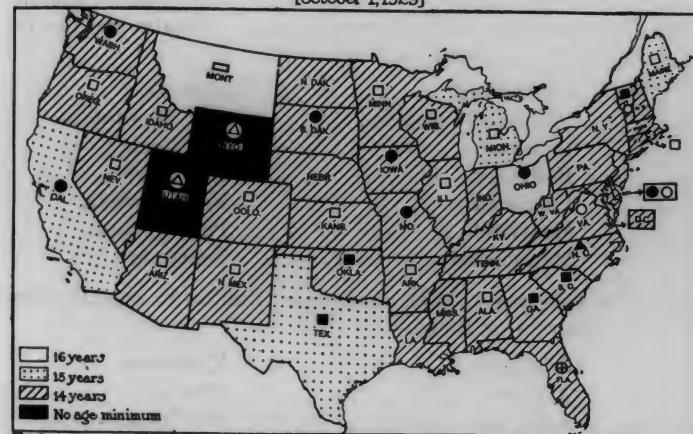
## I. REGULATION BY THE STATES

A. Age minimum<sup>4</sup>

## 1. In factories and stores.

The nominal age minimum for work in factories in all except two States, and for work in numerous other employments in many other States, is fixed at 14 years or over for both boys and girls. Seven States have an age minimum of 15 years or over. This does not mean that in all these States no child under 14, 15, or 16 years of age may go to work, for there are many exemptions permitted by the laws and many limitations upon their application. The most that can be said for a number of States is that the law shows recognition by the legislature of a standard, variation from which is permitted only under certain specified and more or less clearly defined conditions.

Minimum Age for Children in Factories and Stores<sup>1</sup>  
[October 1, 1929]



- 16 years
- 15 years
- ▨ 14 years
- No age minimum

With exemptions which are limited to time outside school hours.  
 ● With exemptions which are not limited to time outside school hours  
 □ 12 years of age for stores  
 ■ No age minimum for stores except restriction imposed by compulsory school attendance law on work during school hours.  
 △ Compulsory school attendance required by law may be employed in factories or stores during school hours. In Utah, compulsory school attendance law has indirect effect.  
 ♦ Factories 14; stores 14 except under regulations prescribed by State child-welfare commission.  
 ♪ Came into existence as follows: Fruit and vegetable companies—Delaware minimum age 12; Mississippi no minimum age; Virginia minimum age 12 when schools not in session; establishments handling perishable products... Vermont, commissioners of labor with approval of governor may suspend provisions for 2 months.  
 ▨ 16 for factories; no specific minimum age for stores, but certificate, to obtain which child must be 14, is required for work during school hours.

<sup>1</sup> The indirect effect of compulsory school attendance and work-permit requirements is not included.

<sup>4</sup> For compulsory school attendance provisions, which may sometimes indirectly affect the minimum age for employment during school hours, see p. 49.

Classification of the States according to the minimum age for work in factories and stores. (This minimum age applies to work in at least factories and stores, and often to other occupations, with or without exemptions, as indicated. Lack of any regulation for stores is classed as an exemption, as is also a specific exemption of canneries. Exemptions not applying to factories or stores do not affect the classification of a State.)

(a) Over 14 years (with exemptions limited to outside school hours)—3 States—

Maine (15).	Rhode Island (15).
Michigan (15).	

(See also Idaho, under (d).)

(b) Over 14 years (with exemptions not limited to outside school hours)—4 States—

California (15).	Montana <sup>5</sup> (16).
Ohio (16).	Texas <sup>6</sup> (15).

(c) Fourteen years (without exemptions)—13 States and the District of Columbia—

Connecticut.	Nebraska.
District of Columbia.	New Hampshire.
Indiana.	New Jersey.
Kentucky.	New York.
Louisiana.	North Dakota.
Maryland.	Pennsylvania.
Massachusetts.	Tennessee.

(d) Fourteen years (with exemptions limited to outside school hours)—14 States—

Alabama.	Minnesota.
Arizona.	Nevada.
Arkansas.	New Mexico.
Colorado.	Oregon. <sup>7</sup>
Idaho. <sup>8</sup>	Virginia.
Illinois.	West Virginia.
Kansas.	Wisconsin.

<sup>5</sup> No specific minimum age for stores, but certificate, to obtain which child must be 14, is required for employment of child under 16 at any work "during school term and while the public schools are in session."

<sup>6</sup> No age minimum for stores.

<sup>7</sup> The only exemption is for employment during school vacation of two weeks or more, which is permitted to child over 12 in work not detrimental to health or morals in judgment of State board of inspectors of child labor. Board interprets this to exclude work in factories and stores, except errands for small stores not in congested districts.

<sup>8</sup> Compulsory school attendance law in effect indirectly raises the minimum age to 15 for employment during school hours (child whose bodily or mental condition renders attendance at school inexpedient exempted).

(e) Fourteen years (with exemptions not limited to outside school hours)—12 States—

Delaware.	Missouri.
Florida (14 for factories, 12 for stores).	North Carolina. <sup>9</sup>
Georgia. <sup>10</sup>	Oklahoma. <sup>10</sup>
Iowa.	South Carolina. <sup>10</sup>
Mississippi.	South Dakota.
	Vermont.
	Washington.

(f) Lower than 14 years—2 States—

Utah (no age minimum. <sup>11</sup> )	Wyoming (no age minimum. <sup>11</sup> )
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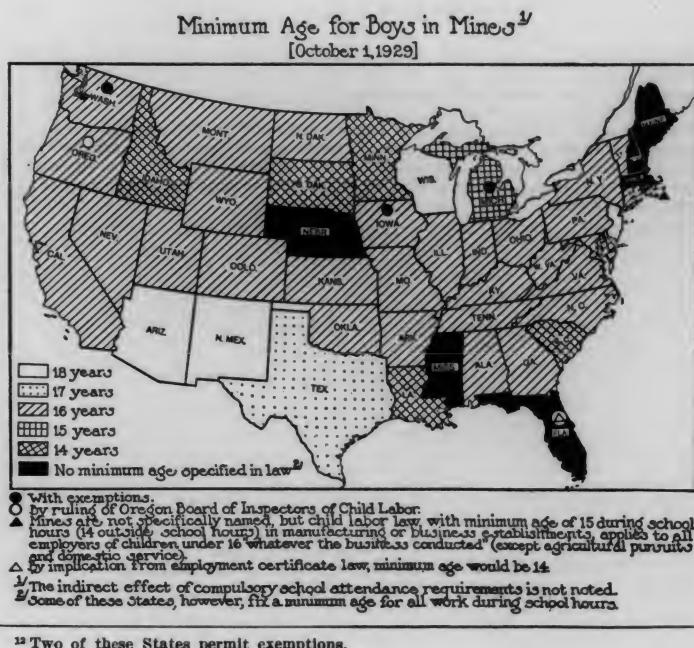
<sup>9</sup> Minimum age in factories and canneries, 14; in stores, 14 except under regulations prescribed by State child-welfare commission.

<sup>10</sup> No age minimum for stores.

<sup>11</sup> No age minimum except restriction imposed indirectly by the compulsory school attendance law on work during school hours. Certain specific dangerous or injurious manufacturing processes, however, are prohibited for children under 16. In Wyoming no child whose attendance at school is required by law may be employed in a factory or store during school hours.

**2. In mines and quarries (for boys).**

Thirty States, including most of those in which mining is an important industry, prohibit the employment of boys in mines before the age of 16,<sup>12</sup> and five States have a still higher minimum age. Many States prohibit entirely the employment of girls or women in this industry; but, since women and girls usually have not been employed in mines in the United States, the laws on this point are not important.



**Classification of the States according to the minimum age for work  
for boys<sup>13</sup> in mines and quarries:**

(a) Over 16 in mines and quarries (without exemptions)—3 States—

New Mexico (18).	Texas (17).
Wisconsin (18).	

(b) Over 16 in mines, 16 in quarries (without exemptions)—1 State—

Arizona.
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(c) Eighteen in mines, 14 in quarries (without exemptions)—1 State—

New Jersey.
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(d) Sixteen in mines, 18 in specified occupations in quarries, 16 in other occupations in quarries—1 State—

Pennsylvania.
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(e) Sixteen in both mines and quarries (without exemptions)—23 States—

Alabama.	New York.
Arkansas.	North Carolina.
California.	Ohio.
Connecticut.	Oklahoma.
Delaware.	Oregon. <sup>14</sup>
Georgia.	Tennessee.
Illinois.	Utah.
Indiana.	Vermont.
Kansas.	Virginia.
Kentucky.	West Virginia.
Maryland.	
Nevada.	Wyoming.

(f) Sixteen in mines (without exemptions); no specific provisions for quarries—4 States—

Colorado.	North Dakota (minimum age for employment during school hours is 14).
Missouri.	
Montana.	

<sup>12</sup> Omitting the District of Columbia, where there are no mines. The law for the District of Columbia fixes a minimum age of 18 for work in quarries or excavations.

<sup>14</sup> No minimum age specified in law, but State board of inspectors of child labor, under its power to refuse to issue certificates to children not physically able to do work required, refuses to issue certificates to children under 16 to work in mines or quarries.

<sup>15</sup> By implication from employment certificate law minimum age in mines is 14.

<sup>16</sup> In Maine the minimum age for work during school hours is 15; in Massachusetts and Nebraska, 14.

### **3. In dangerous or injurious occupations.**

## **Classification of the States according to regulations governing employment in dangerous or injurious occupations:**

- (a) Most States have laws prohibiting minors under specified ages—usually 16 or 18, but in some cases 21<sup>17</sup>—from work in a number of occupations dangerous to life and limb or injurious to health or morals.
- (b) In the following 22 States the State department of labor or the State board of health, and in the District of Columbia the Board of Education (which enforces the child labor law), has specific authority to determine what occupations or processes are dangerous or injurious to children under specified ages, usually 16 or 18,<sup>17</sup> and to prohibit their employment therein:<sup>18</sup>

Alabama.	Nevada.
Arizona.	New Jersey.
Arkansas.	New York.
California.	North Dakota.
Delaware.	Ohio.
District of Colum- bia.	Oklahoma.
Georgia.	Pennsylvania.
Illinois.	Rhode Island.
Massachusetts.	Utah.
Michigan.	West Virginia.
Missouri.	Wisconsin.
	Wyoming.

(c) General powers given to State boards which would authorize the regulation of the work of children in certain dangerous occupations are found as follows: (a) In two of the above-named States (California and North Dakota), and in three others (Kansas, Oregon,<sup>19</sup> and Washington), the State authority authorized to fix minimum wages for minors under 18 and all females has power also to fix

<sup>27</sup> For details in regard to prohibitions of the work of children 16 years of age and over, see p. 84.

<sup>18</sup> The department having this authority in Alabama, Arizona, Arkansas, Georgia, Nevada, Ohio, Rhode Island, and Utah is the State board of health; in West Virginia, the State commissioner of labor, the State commissioner of health, and the State superintendent of schools; in Wyoming, the State child-labor commission (consisting of the commissioner of education, the commissioner of labor statistics, and the secretary of the State board of health), which enforces the child labor law; and in the remaining States the State labor department.

"In Oregon, in addition, the State board of inspectors of child labor, which supervises the issuance of employment certificates, has used the requirement that the issuing officer must certify that the child receiving a certificate is physically able to perform intended work as a basis for refusal to issue certificates to children to work in certain occupations.

"conditions" of labor for such workers; (b) in one State named above (Wisconsin) and in one additional State (Connecticut) the State board controlling the issuance of employment certificates may refuse to issue such a certificate if such refusal is for the child's "best interests"; (c) in North Carolina the State board enforcing the child labor law is authorized to prescribe the conditions under which employment certificates may be granted to children under 16.

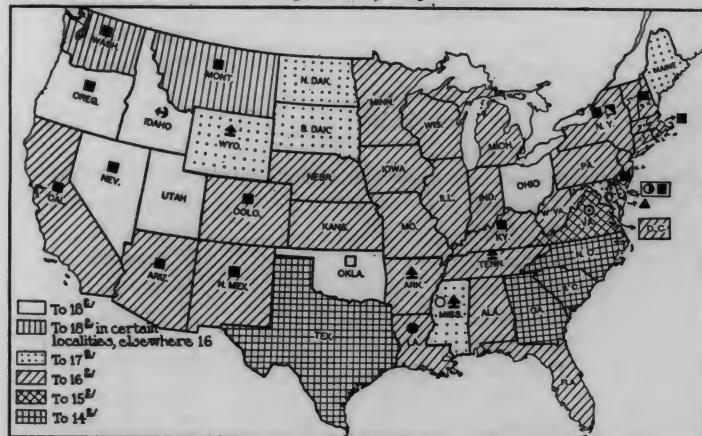
(d) The child-labor laws of many States contain general clauses prohibiting the employment of children under specified ages in "any occupation dangerous to life or limb or injurious to health or morals." The powers of a State enforcing authority under such a law might be interpreted to include the making of rulings as to what occupations are dangerous or injurious.

#### B. Educational minimum

##### 1. Compulsory attendance at regular day school.

Every State now has a compulsory school attendance law, but in Mississippi certain counties are exempted. In 28 States attendance is required throughout the State up to the age of 16, and in 15 the upper age limit is 17 or 18, at least in some localities. The school law in most States allows children above a certain age (usually 14) to be excused to go to work, and many other exemptions are permitted which weaken the effect of the compulsory school attendance provisions. On the other hand, high educational standards for children going to work (see p. 54) may raise school attendance standards in some States.

Compulsory Day School Attendance Laws Affecting Employment of Children<sup>1/</sup>  
[October 1, 1929]



- No exemptions under 16, but attendance is required for only two-thirds of the entire session.
- No exemptions under 15.
- No exemptions under 14. (This applies in Arizona according to continuation school law; in Delaware, to Wilmington only; in Kentucky to cities of first, second, third, or fourth class only; in Washington, to Seattle, Everett, and Tacoma only.)
- ▲ Law interpreted by state authorities to apply until child reaches the specified age.
- To 16 in parish of Orleans to 14 inclusive, elsewhere.
- To 17 outside Baltimore; to 16 in Baltimore.
- To 17 outside Wilmington; to 16 in Wilmington.
- One county.
- ◎ School boards may change compulsory school attendance age from between 7 and 15 to between 8 and 16. Local tax authorities may postpone operation of law.
- Local board of education may raise age to 17 if child is unemployed.

<sup>1/</sup> Provisions exempting children because of physical or mental incapacity, distance from school, or attendance upon equivalent instruction are not included.  
<sup>2/</sup> With exemptions, law applies until child reaches the specified age.

Classification of the States according to the age up to which attendance is required (all laws have exemptions, many of them seriously crippling the effect of the compulsory provision):

(a) Eighteen years—8 States—

Idaho.  
Montana (where continuation schools are established, required only in first-class districts; elsewhere 16).

Nevada.

(b) Seventeen years—7 States—

Delaware (17 outside Wilmington, 16 in Wilmington).

Maine.

Maryland (17 outside Baltimore, 16 in Baltimore).

(c) Sixteen years—28 States and the District of Columbia—

Alabama.  
Arizona.  
Arkansas.<sup>19a</sup>  
California.  
Colorado.  
Connecticut.  
District of Columbia.  
Florida.  
Illinois.  
Indiana.  
Iowa.  
Kansas.  
Kentucky.  
Louisiana (in parish of Orleans, elsewhere 14).

Ohio.  
Oklahoma.  
Oregon.  
Utah.  
Washington (where continuation schools are established; elsewhere 16).

Mississippi (certain counties exempted).<sup>19a</sup>  
North Dakota.  
South Dakota.  
Wyoming.<sup>19a</sup>

Massachusetts.  
Michigan.  
Minnesota.  
Missouri.  
Nebraska.  
New Hampshire.  
New Jersey.  
New Mexico.  
New York.<sup>20</sup>  
Pennsylvania.  
Rhode Island.  
Tennessee.<sup>19a</sup>  
Vermont.  
West Virginia.  
Wisconsin.

(d) Fifteen years—1 State—

Virginia (attendance required between 7 and 15 years of age; local school board may change this to between 8 and 16).

(e) Fourteen years—4 States—

Georgia.  
North Carolina (act not in force in any city or county having a higher compulsory education law).  
South Carolina.  
Texas.

<sup>19a</sup> Law is interpreted by State authorities to apply until child reaches the specified age.

<sup>20</sup> In cities the board of education is given power to require the attendance of minors of 16 years of age if they are not employed.

## **2. Compulsory attendance at part-time school.**

The passage, within the past few years, of laws requiring employed children between 14 and 16 years of age, and in some States up to 18 years of age, to attend part-time continuation schools shows recognition of the need for providing further educational opportunities for children who have left the regular day schools and entered industrial life at an early age. Twenty-seven States now have laws of this type, but only 20 of these have provisions requiring schools to be established under certain specified conditions. The attendance required in most States varies from four to eight hours weekly, and in most States the time spent in continuation school is to be counted as part of the child's legal working hours.

## Compulsory Part-time School Attendance Laws Affecting Employed Children<sup>1</sup> [October 1, 1929]



- ① Attendance required until child becomes 16
- ② Attendance required until child becomes 17
- ③ Attendance required until child becomes 18. (In Illinois establishment optional with local school authorities; day school attendance law requires attendance at continuation school until child becomes 18; local school authorities may require attendance until child becomes 18 in Missouri per statute)
- ④ Evening school attendance accepted as substitute.
- ⑤ Evening school laws are not included. Exemptions are not noted.  
Establishment compulsory under certain specified conditions.

Classification of the States<sup>21</sup> according to the age up to which attendance is required under certain specified conditions:

(a) Eighteen years—12 States—

## California.

Illinois (establishment of schools optional with school authorities; day school attendance law requires continuation-school attendance to 16; local school authorities may require attendance to 18).

Indiana (local school authorities may establish schools and require attendance).

Missouri (penalty section applies, however, only to non-attendance of children under 16 years of age).

**Montana.**  
Oregon (evening-school attendance accepted as sub-

stitute).  
Nevada Utah

Nevada.	Utah.
Ohio. <sup>22</sup>	Washington. <sup>23</sup>
Oklahoma.	Wisconsin.

(b) Seventeen years—2 States—

Michigan. New York.

(c) Sixteen years—13 States—

**Arizona.**                                   **Nebraska.**

Connecticut.<sup>22</sup>      New Jersey.  
Delaware.      New Mexico.  
Florida (evening-school attendance accepted as substitute).

Iowa.	Pennsylvania.
Kentucky. <sup>22</sup>	Tennessee. <sup>22</sup>
Massachusetts.	West Virginia.

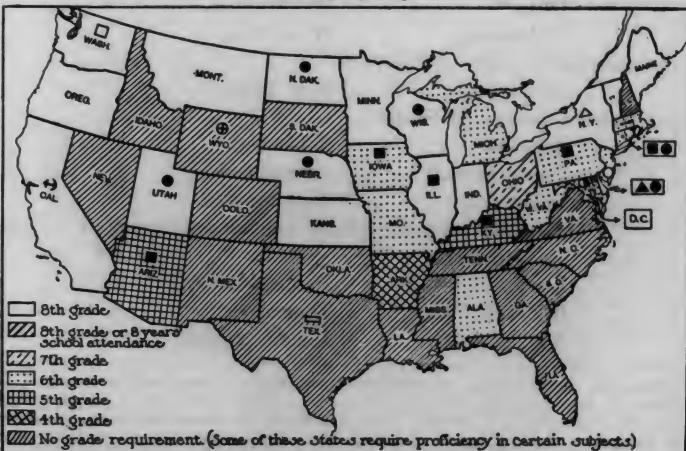
<sup>11</sup> There are no provisions for compulsory attendance at continuation school in the following 21 States and the District of Columbia: Alabama, Arkansas, Colorado, District of Columbia, Georgia, Idaho, Kansas, Louisiana, Maine, Maryland, Minnesota, Mississippi, New Hampshire, North Carolina, North Dakota, Rhode Island, South Carolina, South Dakota, Texas, Vermont, Virginia, Wyoming.

<sup>22</sup>Attendance compulsory after schools have been established; no compulsory provision for their establishment.

**3. Educational requirements<sup>23</sup> for regular employment certificates.**

One of the primary reasons for restrictions upon child labor is that every child may have the education needed by the citizens of a republic. An educational standard for going to work serves to insist upon this opportunity for those children who have not secured a minimum of education even though they have reached the age at which the law permits them to work. Only 16 States and the District of Columbia require completion of at least the eighth grade for the issuance of regular employment certificates; and 7 of these permit exemptions under certain conditions. The laws of 17 States either (1) have no educational requirement at all,<sup>24</sup> or (2) fix no definite grade standard, demanding only that before going to work the child must be able to read and write (usually in English), and in some States, that he have a knowledge of elementary arithmetic.

Educational Standards for Children Going to Work<sup>25</sup>  
[October 1, 1929]



<sup>23</sup> 8th grade for child 14; 6th for child 15.  
 ■ Completion of designated grade in specified subjects (In Connecticut local school authorities may raise requirements)  
 ● Outside Baltimore, completion of 7th grade is required  
 □ where continuation schools are established 8th grade for child 14, no grade requirement for child 15 or over, 15 or older, no grade requirement  
 ○ with exemptions  
 ▲ In Washington, by ruling of board of education; in rest of state, indirectly through compulsory education law  
 ▨ No regular employment certificate required for child over minimum age 16; 5th grade for poverty permit (between 12 and 15)  
 ◻ 5th grade for employment certificate applicable to general occupations  
 △ 8th grade for child 14; 7th for child 16  
 ○ Effective October 1, 1929; until that time completion of 5th grade is required. Completion of a program in a pre-vocational or vocational school equivalent to one year beyond the 5th grade may be substituted for completion of 6th grade.  
 \* Including only grade requirements for regular employment certificates.

<sup>24</sup> This requirement in most States applies during the entire period for which regular employment certificates are required (see pp. 68-70), but in a few States it does not apply beyond the age of 16, even though employment certificates may be required above that age.

<sup>25</sup> One of these States (Texas) has a fifth-grade requirement for special permits issued on account of poverty to children below the regular minimum age.

Classification of the States according to the school grade which a child must have completed in order to obtain a regular employment certificate. (Compulsory school attendance provisions which in effect may raise these requirements for many children in certain States are not included. Grade of school work required only is given, without regard to such additional requirements as ability to read and write English.)

(a) Completion of eighth grade or of "common" or "grammar" school course (see also under b, c, d, and e)—13 States and the District of Columbia—

California (eighth grade for child 14, seventh grade for child 15).

Delaware (in Wilmington, by ruling of board of education; in rest of State, indirectly through compulsory education law; with exemptions).

District of Columbia.

Illinois.<sup>26</sup>

Indiana.

Kansas.

Maine.

Minnesota.

Montana.

New York (eighth grade for child 14, sixth grade for child 15).

North Dakota (school attendance for 9 years, exclusive of kindergarten, accepted as substitute).

Oregon (ruling of industrial welfare commission).

Vermont.

Wisconsin (school attendance for 9 years, exclusive of kindergarten, accepted as substitute).

(b) Completion of eighth grade; or literacy in English and attendance at evening or continuation school—1 State—Nebraska.

(c) Completion of eighth grade for child under 16 (employment certificate requirement extends to 18)—1 State—Utah.

(d) Completion of eighth grade for child 14 (with exemptions); no requirement for child 15 or over—1 State—Washington (where continuation schools are established).

<sup>26</sup> Completion of designated grade in specified subjects is required.

- (e) Completion of eighth grade or 8 years' school attendance—1 State—  
Rhode Island.
- (f) Completion of seventh grade (see also California, under (a), Maryland, under (g))—1 State—  
Ohio.
- (g) Completion of sixth grade (see also New York, under (a))—10 States—
 

Alabama.	Massachusetts.
Connecticut. <sup>26</sup>	Michigan.
Iowa. <sup>26</sup>	Missouri.
Maryland (outside Baltimore City, completion of seventh grade).	New Jersey. <sup>26</sup>
	Pennsylvania. <sup>26</sup>
	West Virginia.
- (h) Completion of fifth grade—2 States—  
Arizona.<sup>26</sup> Kentucky.<sup>26</sup>
- (i) Completion of fourth grade—1 State—  
Arkansas.
- (j) No grade specified; proficiency in certain subjects required (usually ability to read and write English, or ability to read and write English and perform simple operations in arithmetic)—7 States—
 

Colorado (evening-school attendance accepted as substitute).
Florida.
Georgia.
Idaho (educational requirement specified, but no provision made for employment certificates).
New Hampshire.
Oklahoma (specified school attendance may be substituted).
South Dakota (specified school attendance, or lawful excuse therefrom, may be substituted).

<sup>26</sup> Completion of designated grade in specified subjects is required. In Connecticut these qualifications may be increased by the local school authorities; the State board of education or a local school official designated by that board may release a child from these requirements. In New Jersey completion of a program in a vocational or pre-vocational school equivalent to one year beyond the 5th grade may be substituted for completion of the 6th grade.

- (k) No educational requirement—10 States—
 

Louisiana.
Mississippi.
Nevada.
New Mexico.
North Carolina (State child-welfare commission may make rulings concerning requirements for issuance of employment certificates).
South Carolina.
Tennessee.
Texas. <sup>27</sup>
Virginia.
Wyoming (no legal provision for employment certificates applicable to general occupations).

<sup>27</sup> No "regular" employment certificate required for child above minimum age (15); fifth-grade requirement for "poverty" permit, which may be issued to child between 12 and 15 years of age under certain conditions.

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*C. Physical minimum<sup>27a</sup>*

The importance of physical examinations at regular intervals is becoming more and more generally recognized. Such examinations are particularly important in the case of minors under 18 years of age who go to work. During the years from about 12 to maturity the child's body undergoes rapid growth and change, and if he is obliged through this period to adjust himself to the new demands of occupational life he is subjected to a double mental and physical strain. All except 15 States have recognized the need for protection by making some legal provision in regard to the child's physical ability to go to work, but only 25 (2 of these with certain exemptions) and the District of Columbia have made an examination by a physician mandatory before a child may receive a regular employment certificate. Eight other States authorize the requirement of an examination at the discretion of the certificate-issuing officer.

Legal Requirements for Physical Examinations<sup>27b</sup>  
of Children Going to Work  
[October 1, 1929]



<sup>27a</sup>This requirement in most States applies during the entire period for which regular employment certificates are required (see pp. 68-70), but in a few States it does not apply beyond the age of 16, even though employment certificates may be required above that age.

Classification of the States according to the legal requirements for physical examinations for regular employment certificates.  
(Examinations solely to determine age are not included.)

1. Examination by physician before child goes to work mandatory—25 States and the District of Columbia—

Alabama.	Massachusetts.
Arizona.	Minnesota.
California.	Missouri.
Connecticut.	New Hampshire.
District of Columbia.	New Jersey.
Delaware.	New York.
Georgia. <sup>28</sup>	North Carolina. <sup>29</sup>
Illinois.	Ohio.
Indiana. <sup>30</sup>	Pennsylvania.
Iowa.	Rhode Island.
Kentucky.	Tennessee.
Louisiana.	Virginia.
Maryland.	West Virginia.

(See also Wisconsin, under 2, and Texas, under 3.)

2. Examination by physician before child goes to work optional with certificate-issuing officer—8 States—

Florida.	Oregon. <sup>31</sup>
Maine.	Wisconsin (mandatory in Milwaukee for all applicants for first regular employment certificates, by order of industrial commission).
Michigan.	
Nebraska.	
New Mexico. <sup>32</sup>	
Oklahoma.	

<sup>28</sup>The employment certificate must show that child is physically fit to follow the employment sought, and State department of commerce and labor holds that examination by a physician is compulsory.

<sup>29</sup>Examination within six months previous by authorized medical officer may be accepted as substitute.

<sup>30</sup>But the law exempts from this requirement, upon written objection of parent, child who has been exempted from physical examination when attending school (parent's written objection required for latter exemption also).

<sup>31</sup>Issuing officer must certify to child's physical fitness; therefore he might call upon a physician to do so.

<sup>32</sup>Satisfactory proof must be furnished to certificate-issuing officer that the work is not dangerous to child nor injurious to his health, and application for employment certificate must show that child is in good physical health.

3. No provision for requiring examination by physician before child goes to work (except in some States to determine age)—  
15 States—

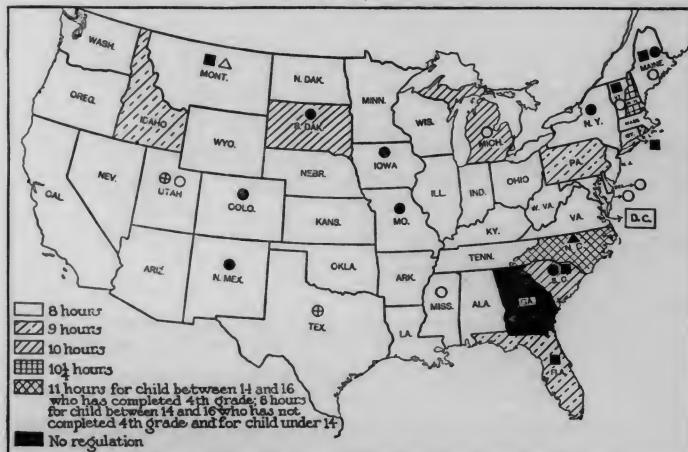
Arkansas.	South Dakota.
Colorado.	Texas. <sup>33</sup>
Idaho.	Utah.
Kansas.	Vermont.
Mississippi.	Washington.
Montana.	Wyoming (no legal provision for employment certificates applicable to general occu- pations).
Nevada.	
North Dakota.	
South Carolina.	

<sup>33</sup> No "regular" employment certificates required for child above minimum age (15); physical examination mandatory for "poverty" permit, which may be issued to child between 12 and 15 years of age under certain conditions.

#### D. Maximum daily and weekly hours

Thirty-seven States<sup>34</sup> and the District of Columbia have recognized the principle of an 8-hour day for child workers by fixing this standard for the work of children of certain ages in at least one industry; 32 States<sup>34</sup> and the District of Columbia have an 8-hour day which applies to children up to 16 years of age in both factories and stores, 5 of these allowing certain exemptions. In some of these States the 8-hour day covers work in many other employments, sometimes in all "gainful occupations." This prohibition may also apply to girls, or to children of both sexes, up to 18 years of age; and in a few instances it applies to all females. Nine States still permit children between 14 and 16 years of age to work from 9 to 11 hours a day, and one does not regulate the length of the working day.

Daily Hours for Children under 16 in Factories and Stores<sup>35</sup>  
[October 1, 1929]

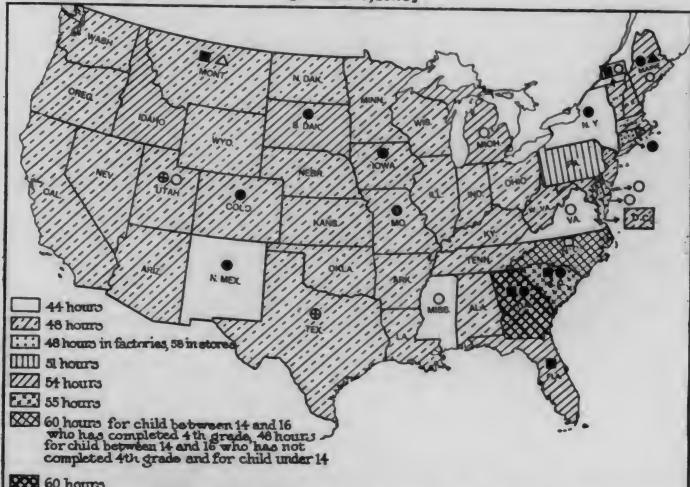


Classified here because no child under 16 may be employed at any time, in factories, if it does not extend to 16 years of age. (In Texas children 15 are not covered by the law; in Utah boys 14 and 15 are not covered by the law.)  
 ● With exemption (in Maine, exemption limited to employees engaged in public service in certain cases of emergency. In South Carolina law applies only to cotton and tobacco factories)  
 ■ No regulation for stores, except that in Montana 8-hour day, with exemptions, and in South Carolina 10-hour day applied to females.  
 ▲ 10-hour day applied to both factories and stores (but child under 14 is prohibited from work in factories); 11-hour day applied to factories, with exemptions, not applied to stores.  
 ○ Children 14 exempted as follows: Fruits and vegetable canneries—Delaware, Michigan, Utah; canning and packing establishments—Maryland; establishments handling perishable products—Maine; in Vermont commissioner of labor with approval of Governor may suspend provisions for 2 months.  
 35 Laws regulating hours of labor for females are not included.

<sup>34</sup> One other State, Montana, prohibits altogether the work of children under 16 in factories.

The 48-hour week is nearly always prescribed in States which require the 8-hour day; four of these—Mississippi, New Mexico, New York, and Virginia—have a 44-hour week. Twenty-nine States and the District of Columbia have a 48-hour week<sup>26</sup> applying to children up to 16 years of age in factories and stores; this provision also applies in some States to girls up to 21 or to all children up to 18 years of age, and in a few States to all females.

Weekly Hours for Children under 16 in Factories and Stores<sup>27</sup>  
[October 1, 1929]



<sup>26</sup> Classified here because no child under 16 may be employed at any time in factories. Law does not extend to 16 years of age. (In Texas children 15 are not covered by the law; in Utah boys 14 and 15 are not covered by the law.)  
<sup>27</sup> Provisions for 54-hour week in factories does not apply to boys.  
With exemptions. (In Georgia and South Carolina 48-hour week applies to cotton and woolen factories.)  
No regulation for stores, except that in South Carolina 60-hour week applies to females.  
48-hour law applies to both factories and stores; 60-hour law applies to factories, with exemptions, that do not cover stores.  
Canneries exempted as follows: Fruit and vegetable canneries—Delaware, Mississippi, Michigan, Utah, canning and packing establishments—Maryland, establishments handling perishable products—Maine, in Vermont, commissioner of Labor with approval of Governor may issue a permit for 2 months. In Virginia child between 12 and 16 in fruit and vegetable canneries where public schools are not actually in session is apparently exempted from 48-hour week, but 8-hour day applies (under Sunday law a 48-hour week would thus appear to be the maximum).  
<sup>28</sup> Laws regulating hours of labor for females are not included.

<sup>26</sup> Three of these permit exemptions. One other State, Montana, prohibits altogether the work of children under 16 in factories.

Classification of the States according to the maximum hours per day and per week permitted for children under 16 in factories and stores. (The same regulations in some States apply to other occupations and also to children up to 18 or 21 years of age<sup>28</sup> to all females, or to all employees. Lack of any regulation or a lower standard for stores is classed as an exemption, as is also a specific exemption of canneries. Exemptions not applying to factories and stores do not affect the classification of a State.)

1. Maximum working day 8 hours, and not over 48 hours permitted per week (without exemptions)—23 States and the District of Columbia—

Alabama.	Nebraska.
Arizona.	Nevada.
Arkansas.	New Jersey.
California.	North Dakota.
District of Columbia.	Ohio.
Illinois.	Oklahoma.
Indiana.	Oregon.
Kansas.	Tennessee.
Kentucky.	Washington.
Louisiana.	West Virginia.
Massachusetts.	Wisconsin.
Minnesota.	Wyoming.

2. Maximum working day 8 hours or not over 48 hours permitted per week (with exemptions)—16 States—

Colorado.  
Connecticut (48-hour week in factories; 58-hour week in stores).  
Delaware.  
Iowa.

Maine (in factories 8-hour day for both boys and girls, 54-hour week for girls; in stores 54-hour week for both boys and girls).  
Maryland.

Mississippi (44-hour week).

Missouri.

Montana.<sup>28</sup>

New Mexico (44-hour week).

New York (44-hour week).

Rhode Island (9-hour day, 48-hour week).

Texas (8-hour day and 48-hour week, under 15).

<sup>27</sup> For provisions applying to minors 16 years of age and over see p. 84.

<sup>28</sup> Montana is classified here because work of children under 16 is prohibited at any time in factories; no provisions for stores except the hours of labor law applying to females.

Utah (boy under 14, girl under 16).

### **Vermont.**

Virginia (8-hour day without exemptions, 44-hour week with exemptions).

3. Maximum working day 9 to 10 hours or over and 51 to 60 hours permitted per week (with and without exemptions)—9 States—

**Florida.**      **South Dakota.**  
**Georgia.**      **South Carolina.**  
**Idaho.**      **Pennsylvania.**  
**Michigan.**      **New Hampshire**

North Carolina (8-hour day and 48-hour week for child under 14<sup>30</sup> and for child 14 to 16 who has not completed fourth grade; 11-hour day and 60-hour week for child 14 to 16 who has completed fourth grade).

<sup>20</sup> Minimum age in factories and canneries is 14.

#### *E. Prohibition of night work*

The need for protection of children from the physical and moral dangers of employment at night has received fuller recognition in State laws than the need for hour regulations, nevertheless three States have not yet provided this protection.<sup>40</sup> Thirty-six States and the District of Columbia prohibit children up to 16 years of age from engaging in night work in factories and stores,<sup>41</sup> the provision often extending to a number of other employments and even to all gainful work. In some States this prohibition applies to minors up to 18 years of age, and in some to all females.

## Legal Prohibitions of Night Work for Children under 16 in Factories and Stores<sup>1</sup> [October 1, 1929]



- With exemptions. (In Maine exemption limited to employers engaged in public service in certain cases of emergency.)

Employment of child under 16 in factories at any time is prohibited.

④ Work permitted later than 7pm (until 8pm in Colorado, Florida, Nebraska, Pennsylvania, South Carolina) [8pm to make up time lost on account of accident to machinery] until 9am in Louisiana, 11am in Mississippi.

▲ **Production** - actual from Jan to Sept 6-8, totaling 6,120,000.

**Prohibition extends from 5pm to 8am, for factories; 6pm to 8am for stores.  
Employment of all females in stores after 10pm prohibited.**

▲ Children under 14 prohibited from work in mercantile establishments after 7 p.m.

O Canners exempted as follows: Fruit and vegetable canneries...Delaware, Mississippi, Michigan and packing establishments...Maryland; establishments handling perishable products...Maine.

Commissioner of labor with approval of Governor may suspend provisions for 2 months.

Laws regulating night work of females are not included. Prohibited hours by  
state or territory.

unless otherwise indicated.

<sup>40</sup> One of these, South Dakota, prohibits night work in mercantile establishments for

other State, Montana, has no night-work prohibition, but pro-

hibits altogether the work of children

<sup>44</sup> One of these, South Dakota, prohibits night work in mercantile establishments for children under 14. One other State, Montana, has no night-work prohibition but prohibits altogether the work of children under 16 in factories.

Classification of the States according to the prohibitions of night work applying to children under 16 in factories and stores. (The same regulations in some States apply to other occupations and also to children up to 18 or 21 years of age<sup>42</sup> or to all females. Lack of any regulation for stores is classed as an exemption, as is also a specific exemption of canneries. Exemptions not applying to factories and stores do not affect the classification of a State.)

1. Night work prohibited (without exemptions)—26 States and the District of Columbia—

Alabama.	New Jersey.
Arizona.	North Carolina.
Arkansas.	North Dakota.
California.	Ohio.
District of Columbia.	Oregon.
Idaho.	Pennsylvania.
Illinois.	Rhode Island.
Indiana.	Tennessee.
Kansas.	Virginia.
Kentucky.	Washington.
Massachusetts.	West Virginia.
Minnesota.	Wisconsin.
Nebraska.	Wyoming.
New Hampshire.	

2. Night work prohibited (with exemptions)—19 States—

Colorado.	Mississippi.
Connecticut.	Missouri.
Delaware.	Montana. <sup>43</sup>
Florida.	New Mexico.
Georgia.	New York.
Iowa.	Oklahoma.
Louisiana.	South Carolina. <sup>44</sup>
Maine.	Texas (applies only to children under 15).
Maryland.	Vermont.
Michigan.	

3. No night-work prohibition for children under 16—3 States—Nevada.

South Dakota (children under 14 prohibited from work in stores after 7 p. m.).

Utah.

(See also Montana, classified under 2.)

<sup>42</sup> For provisions applying to minors 16 years of age and over, see p. 100.

<sup>43</sup> Montana is classified here because work of children under 16 is prohibited at any time in factories; no night-work prohibition for stores.

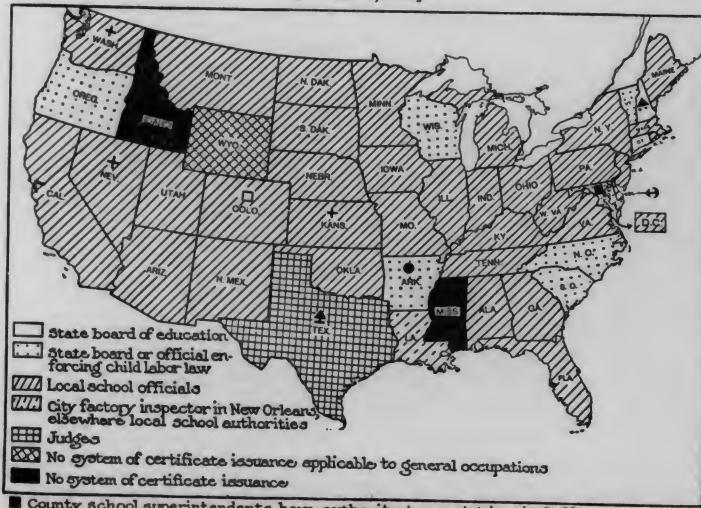
<sup>44</sup> No night-work prohibition applicable to stores, except that employment of all females in stores is prohibited after 10 p. m.

*F. Administrative provisions (child-labor laws)*

1. Employment certificates or work permits.

Employment certificates, or work permits, are required for children employed in factories (and in most States also in stores and numerous other occupations) in 45 States and the District of Columbia. These certificates are required in most States for working children up to 16 years of age; in a few States the requirement extends to children up to 17 or 18 years (see pp. 68-69).

Officials Authorized by Law to Issue Regular Employment Certificates to Children Going to Work  
[October 1, 1929]



■ County school superintendents have authority to appoint issuing officers outside Baltimore; in practice the appointments are made through cooperation, and subject to approval of State commissioner of labor and statistics.

▲ State board of education has the issuance under its control through its power to enforce the certificate law and to appoint the county school superintendents who are the issuing officers.

□ Also by superintendent or principal of a parochial school.

△ Also by State superintendent of public instruction in certain localities.

◆ Also by judges. In Washington in addition, the industrial welfare committee of the State department of labor also issues certificates under its power of supervising the administration of the child labor laws.

◆ Permit issued on account of poverty; no regular employment certificate for child over minimum age.

● Law gives power of issuance to State commissioner of labor and statistics or local school authorities; in practice certificates are issued by State commissioner of labor and statistics, proof of age being forwarded to him by the school authorities.

Classification of the States according to the type of official authorized to issue employment certificates. (The ages covered extend up to 16 unless otherwise indicated.)

(a) Issued by local public-school official<sup>45</sup> or his appointee (in two cases some other official also may issue, as indicated)—31 States and the District of Columbia—

Alabama.

Arizona.

California (to 18, where continuation schools established).

Colorado (or by superintendent or principal of a parochial school).

Delaware (outside special school districts, State superintendent of public instruction or his deputy is issuing officer).

District of Colum-	New Jersey.
bia (to 18).	New Mexico.

Florida.	New York (to 17).
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Georgia.	North Dakota.
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Illinois.	Ohio (to 18).
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Indiana (to 18).	Oklahoma (to 18
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Iowa.	where continu-
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Kentucky.	ation schools
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Maine.	established).
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Massachusetts.	Pennsylvania.
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Michigan (to 18).	Rhode Island.
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Minnesota.	South Dakota.
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Missouri.	Tennessee.
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Montana (to 18	Utah (to 18, under
where continu-	continuation
ation schools	school law).

established).	Virginia.
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Nebraska.	West Virginia.
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(b) Issued by local public-school official or by judge—3 States—Kansas (judge of juvenile court).

Nevada (under continuation school law, school authorities issue certificates to minors between 14 and 18; under labor law, judges issue permits to boys under 14 and girls under 16).

<sup>45</sup> Not including States where public-school officials issue as appointees of State officials having control of issuance. See under (c). See also Nevada and Washington, under (b).

Washington (judges issue permits to boys under 14 and girls under 16; where continuation schools are established local school authorities issue certificates to children between 14 and 18).<sup>46</sup>

(c) Issued by State official or by persons designated by him (see also Washington under (b))—9 States—

Arkansas (law gives power of issuance to State commissioner of labor and statistics or local school authorities; in practice certificates are issued by State commissioner of labor and statistics, proof of age being forwarded to him by the school authorities).

Connecticut (secretary or agent of State board of education or specified school official designated by it).

Maryland (State commissioner of labor and statistics must issue in Baltimore city and may issue elsewhere).<sup>47</sup>

New Hampshire (local school officials issue certificates, but the State board of education, through its power to enforce the certificate law and to appoint the local school superintendents, who are the issuing officers, has the issuance under its control).

North Carolina (State child-welfare commission, which enforces the child labor law, appoints the issuing officers and prescribes the conditions under which certificates shall be granted).

Oregon (State board of inspectors of child labor either itself issues or appoints the issuing officers and directs the work; certificates required to 18, under continuation school law).

South Carolina (commissioner of agriculture, commerce, and industries issues permits based upon proof of age obtained and forwarded to him by the employer).

Vermont (commissioner of industries).

Wisconsin (to 17; industrial commission issues in Milwaukee and appoints issuing officers elsewhere and supervises their work).

<sup>46</sup> In addition, industrial-welfare committee of State department of labor has the duty of supervising the administration of the laws relating to child labor and issues certificates to boys between 14 and 18 and girls between 16 and 18 (i. e., above the ages for which judges issue certificates).

<sup>47</sup> County school superintendents have authority to appoint issuing officers outside Baltimore City; in actual practice the appointments, through cooperation with the superintendents, are subject to the approval of the commissioner of labor and statistics; the practice has been to appoint as issuing officers outside Baltimore the physicians appointed by county school superintendents to give physical examinations to children applying for employment certificates.

- (d) Issued by city factory inspector in New Orleans; elsewhere by local public-school authorities—1 State—Louisiana.
- (e) Issued by judge (see also under (b))—1 State—Texas. (This is not the usual type of employment certificate, but a temporary permit issued to child to be employed under the legal working age—15).
- (f) No employment-certificate or work-permit system applicable to general occupations provided by law—1 State—Wyoming.
- (g) No employment certificates required—2 States—Idaho (employer, however, must keep "age records" of children 14 to 16). Mississippi (employer required to obtain parent's affidavit of age before employing child under 16).

**2. State supervision of issuance of employment certificates or work permits.**

- (a) In the nine States where employment certificates are issued by a State agency or by its appointees (for list of these States see (c) above) this central authority would obviously have supervision over method of issuance.<sup>47a</sup>
- (b) In States where employment certificates are issued by local authorities, a legal provision which gives to a State agency a considerable degree of control over the issuance is the requirement that duplicate copies of certificates issued be sent by local issuing officers to some designated State authority. In the following States this power is specifically given by the law to the State department or official enforcing the child labor law (see also footnote 47a):
 

Alabama.	Maine (see also under (c) below).
Colorado.	
Georgia.	Nebraska.
Illinois.	New Mexico.
Indiana.	Oklahoma.
Iowa.	Virginia.
Kansas.	West Virginia.
Louisiana.	
- (c) In the following States where employment certificates are issued by local authorities, the original papers upon which certificates are issued must be submitted to the State department of labor for examination:
 

Maine.	New Jersey.
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<sup>47a</sup> The law requires that duplicates of certificates be sent to this State agency in Connecticut, Maryland, Oregon, and Wisconsin; that reports be sent to this agency in North Carolina; that forms be prescribed by it in Arkansas, Connecticut, Oregon, South Carolina, Maryland, New Hampshire, North Carolina, and Wisconsin, and that the method of keeping records be prescribed by it in New Hampshire. In Arkansas, Vermont, and South Carolina all certificates are issued by the central agency.

- (d) Another provision which may give a certain measure of State control of issuance is the requirement that reports of certificates issued be sent by local issuing officers to a State agency or agencies. This provision is found in the law of one State—Alabama—listed under (b) above, and also in the following 8 States (see also footnote 47a, p. 70):
  - (1) To State department of labor—5 States—
 

California.	Minnesota.
Delaware.	Missouri.
Kentucky.	

 (See also Washington under (2) below.)
  - (2) To State department of education—3 States—
 

Arizona.	California. (See also (1) above.)
Washington. (State superintendent of public instruction transmits copy to labor department.)	
- (e) The requirement that a central State agency or agencies prepare and distribute forms for employment certificates and other forms for use in connection with certificate issuance makes it possible, through the forms prepared and the instructions for their use, to bring about more systematic attention to the details of the law, tending to result in a more uniform and better enforcement. When combined with a requirement for duplicate certificates or reports (see (b) and (c) above) this power offers an opportunity for checking up on the methods of local issuing officials to see that the age, physical, and educational requirements of the law are complied with. In the following States some State official or board is specifically given this power although the law is not always clear as to whether the use of these forms is compulsory (see also footnote 47a, p. 70):
  - (1) State department or official enforcing child labor law—
 

Alabama.	West Virginia.
Delaware.	
Georgia.	
Indiana. (In cooperation with State board of attendance.)	
Kansas.	
Louisiana.	
Maine. (Attorney general to approve.)	
Massachusetts. (In cooperation with State board of education, attorney general to approve.)	

New Mexico.

North Dakota.

Oklahoma.

Virginia.

West Virginia.

(2) State board of education—

California. New Jersey.

Iowa. New York.<sup>48</sup>

Kentucky. Ohio.

Missouri. Pennsylvania.

Montana. Rhode Island.

(f) In some States without specific requirements such as those outlined above, the general power given to a State agency to enforce the child labor law or supervise its administration, may be interpreted to authorize that department to prepare forms to be used in certificate issuance or to require reports from issuing officers.

3. Certificates of age.

Certificates of age for employment of minors above the age for which regular employment certificates (see 1 above) are required by law are valuable as an aid to enforcement. Such certificates are in some States issued as an administrative measure though not specifically required by law. The following outline shows the States where certificates of this type are provided by law according to whether the requirement is or is not mandatory. This provision applies to all minors above the age for which regular certificates are required (see pp. 68-70) unless otherwise specified.

(a) Required by law—

Alabama (to 17). Montana.<sup>48b</sup>

Georgia (to 18).<sup>48a</sup> Pennsylvania (to 18).

Massachusetts (edu- Tennessee.<sup>48b</sup>

cational certifi-  
cate, see p. 109).

(b) Issued upon request of employer or child—

California. New Jersey.

Illinois. New York.

Indiana. Ohio.

Kansas (to 18). West Virginia.

Kentucky. Wisconsin.

Missouri.

4. Inspection and penalties.

Provisions for the inspection of factories, stores, and other work places affected by the law and for the penalizing of offenders are provided for in the child-labor laws of almost all States. These provisions and the means for carrying them out vary greatly, however, from State to State, as does the effectiveness with which they are administered.

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<sup>48</sup> Employment certificate form approved by the industrial commission; physical-examination record approved by the State health commissioner.

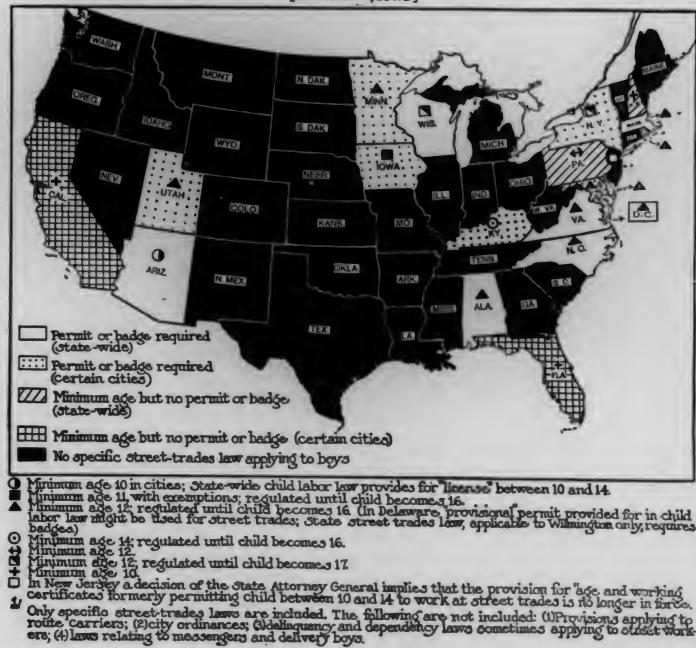
<sup>48a</sup> Required for employment at night in certain occupations; issued in practice for other employments.

<sup>48b</sup> Required for employment in occupations in which the minimum age is 16.

*G. Regulation of child labor in street trades*

Fifteen States and the District of Columbia have laws requiring children selling papers or doing other work on the street to secure permits or badges. Only nine have state-wide laws affecting boys<sup>48c</sup> engaged in independent street work. These laws have proved much more difficult to enforce than those regulating child labor in factories, stores, and other establishments. Although child labor in street trades may be controlled by local ordinances or police regulations and is so controlled in some places, a State law is necessary in order that protection may be effective throughout the State.

*State Laws Regulating the Work  
Of Boys in Street Trades<sup>49</sup>  
[October 1, 1929]*



<sup>48c</sup> This summary does not include laws prohibiting the work of girls in street trades, for whom a higher minimum age is usually fixed than for boys.

1. Laws specifically governing the work of boys in street trades consist usually of regulations fixing a minimum age, requiring permits and badges for young street workers, and prohibiting their work at night. The following outline<sup>49</sup> classifies the States according to the ages under which work is prohibited and according to whether a permit or badge is required. The age periods during which permits or badges are required and the localities to which the law applies are given in parenthesis after the State name.

## (a) Fourteen years—

*Permit or badge required.—1 State—*  
Kentucky (14-16; certain cities).

## (b) Twelve years—

*Permit or badge required.—11 States and the District of Columbia—*

Alabama (12-16; Minnesota (12-16; certain cities). state-wide). New York (12-17; certain cities).

Delaware (12-16; North Carolina (12-16; state-state-wide<sup>50</sup>). wide).

District of Columbia (Rhode Island (12-16; certain (12-16). cities).

Maryland (12-16; Utah (12-16; certain cities). certain cities). Virginia (12-16; state-wide).

Massachusetts Wisconsin (12-17; state-wide). (12-16; state-wide).

*No permit or badge required.—1 State—*  
Pennsylvania (state-wide).

## (c) Eleven years—

*Permit or badge required.—1 State—*  
Iowa (11-16; with exemptions; certain cities).

## (d) Ten years—

*Permit or badge required.—1 State—*  
Arizona (10-14; state-wide<sup>51</sup>).

*No permit or badge required.—3 States—*  
California (cert. Florida (certain cities). tain cities). New Hampshire (state-wide).

<sup>49</sup> This outline does not include (1) provisions applying to route carriers; (2) city ordinances; (3) delinquency and dependency laws sometimes applying to street workers; (4) laws relating to messengers and delivery boys. For further details as to street-trades laws, and for an analysis of street-trades ordinances, see Chart No. 15, "State Laws and Local Ordinances Regulating the Street Work of Children" (United States Children's Bureau, Washington, 1929).

<sup>50</sup> "Provisional" permit provided for in child labor law might be used for street trades; the specific street trades law requiring badges is applicable to Wilmington only.

<sup>51</sup> Minimum age 10 in "cities"; state-wide child labor law provides for "license" between 10 and 14.

(e) No specific street trades law applying to boys—30 States—	
Arkansas.	Nevada.
Colorado. <sup>52</sup>	New Jersey. <sup>53</sup>
Connecticut.	New Mexico.
Georgia.	North Dakota.
Idaho.	Ohio.
Illinois.	Oklahoma. <sup>54</sup>
Indiana.	Oregon.
Kansas.	South Carolina.
Louisiana.	South Dakota.
Maine.	Tennessee.
Michigan.	Texas.
Missouri.	Vermont.
Mississippi.	Washington.
Montana.	West Virginia.
Nebraska.	Wyoming.

<sup>52</sup> Minimum age for girls in certain street trades is 10.

<sup>53</sup> In New Jersey a decision of the State attorney general implies that the provision for "age and working certificates" formerly permitting child between 10 and 14 to work at street trades is no longer in force.

<sup>54</sup> Minimum age for girls in certain street trades is 16.

*H. Special provisions of workmen's compensation laws with reference to injured minors*

Special provisions relating to minor employees are found in many of the workmen's compensation laws now in effect in 44 States and the District of Columbia. Among the most important of these are those relating to the basis on which compensation is computed and to the status of illegally employed minors.

**1. Basis of compensation for injured minors.**

The usual basis for compensation awards is the average weekly or annual wage of the employee. Some States, however, make provision in their compensation laws for the consideration of future earning capacity in determining this average wage for minors or learners. The States are classified according to the basis to be used in computing compensation for minor workers as follows:

(a) Average weekly or yearly wage which shall or may be based on probable future earnings<sup>54a</sup>—13 States—

California.	North Dakota.
Colorado.	Ohio.
Maryland.	Oklahoma.
Massachusetts.	Texas.
Minnesota.	Utah.
Missouri.	Wisconsin.
New York.	

(b) Average weekly or yearly wage based on the wage of adults in the same class in the same or similar employment (provision affects only injured employees earning no wages or less than adult day laborers or workmen of specified classes)—4 States—

Idaho. <sup>54b</sup>	Iowa.
Illinois.	South Dakota.

(c) Average weekly wage to which 50 per cent may be added in case of minor under 18 in discretion of the commissioner—1 State—Connecticut.

(d) No distinction between minors and adults in case of permanent injury; fixed amount specified in act—3 States—

Oregon. <sup>54c</sup>	Wyoming.
Washington.	

<sup>54a</sup> In California, Minnesota, and Wisconsin the law specifies that this provision applies only in cases of permanent disability; in the other States listed under (a) it may by interpretation apply only in such cases.

<sup>54b</sup> Provision limited to minors under 18.

<sup>54c</sup> Fixed amount applies only in cases of permanent disability; for temporary disability compensation is based on average wage.

(e) Average weekly or monthly wage in the computation of which probable future earnings are not taken into consideration—23 States and the District of Columbia—

Alabama.	Nebraska.
Arizona.	Nevada.
Delaware.	New Hampshire.
District of Columbia.	New Jersey.
Georgia.	New Mexico.
Indiana.	North Carolina.
Kansas.	Pennsylvania.
Kentucky.	Rhode Island.
Louisiana.	Tennessee.
Maine.	Vermont.
Michigan.	Virginia.
Montana.	West Virginia.

(f) No provision (no workmen's compensation act)—4 States—

Arkansas.	Mississippi.
Florida.	South Carolina.

## 2. Status of illegally employed minors.

In 28 States the workmen's compensation acts apply to both legally and illegally employed minors, and 7 of these States provide additional compensation for minors injured while illegally employed. In 16 States, however, illegally employed minors are excluded from compensation by specific provision in the law or by judicial interpretation. The States are classified according to the status of illegally employed minors under the act as follows:

(a) Minors illegally employed are subject to the act and receive compensation on same basis as legally employed minors—

21 States and the District of Columbia—

Alabama.	Montana.
Arizona.	Nevada. <sup>55</sup>
California.	New Hampshire.
Colorado.	North Dakota.
Connecticut.	New Mexico.
District of Columbia.	North Carolina.
Georgia.	Ohio.
Kansas.	Oregon. <sup>55</sup>
Kentucky.	Virginia.
Maine.	Washington. <sup>55</sup>
Massachusetts.	Wyoming.

<sup>55</sup> In Oregon and Washington the employer of a minor injured while employed under legal age must pay into the State fund from which compensation is paid a certain percentage of the award; in Oregon, 25 per cent, but not to exceed \$500 and in Washington 50 per cent of the award, if a lump sum, and, if not, 50 per cent of the lump-sum value. In Nevada the employer of a minor injured while employed under the legal age is liable to the Nevada Industrial Commission for a penalty of not less than \$300 nor more than \$2,000, to be collected in a court action at law by the commission.

(b) Minors illegally employed are subject to the act and receive compensation in addition to regular amount granted. (The amount of the additional award and the ages affected are given in parenthesis following each State.)—

7 States—

Illinois (minor under 16, 50 per cent additional).
Maryland (any minor, 100 per cent additional).
Michigan (minor under 18, 100 per cent additional).
Missouri (any minor, 50 per cent additional).
New Jersey (minor under 16, 100 per cent additional).
New York (minor under 18, 100 per cent additional).
Wisconsin (minor under permit age: 200 per cent additional if illegally employed; minor of permit age: 100 per cent additional if employed without a permit and 200 per cent additional if employed without a permit in any employment for which the industrial commission has ruled that no permit shall be issued; minor of permit age or over: 200 per cent additional if employed at prohibited employment).

(c) Minors illegally employed are excluded from the act and are not eligible to compensation—16 States—

Delaware.	Pennsylvania.
Idaho.	Rhode Island.
Indiana. <sup>56</sup>	South Dakota.
Iowa.	Tennessee.
Louisiana.	Texas.
Minnesota.	Utah.
Nebraska.	Vermont.
Oklahoma.	West Virginia.

(d) No compensation act—4 States—

Arkansas.	Mississippi.
Florida.	South Carolina.

<sup>56</sup> In January, 1923, the Indiana Legislature amended the workmen's compensation act to provide double compensation for minors illegally employed. The State industrial board certified the question as to the constitutionality of this amendment to the appellate court, and this court in an advisory opinion held the amendment unconstitutional. Under this opinion the operation of the double-compensation clause was suspended by the State industrial board. In 1929 (Indiana, Acts of 1929, ch. 172) a new compensation act was passed omitting the double compensation provision and specifically making minors "lawfully" employed subject to the act, thus by implication excluding minors illegally employed.

*I. Minimum wage laws as related to minors*

During the years 1912 to 1923 15 States and the District of Columbia passed laws setting up machinery for fixing minimum wages or establishing a flat minimum wage to be paid employed women and minors or female workers including minor girls.<sup>56a</sup>

The following outline classifies the States having minimum-wage laws still on the statute books according to the status of these laws with reference to minors:

## 1. Law operative—8 States—

California (boys under 18; all females without regard to age).

Massachusetts (boys under 18; under certain conditions boys under 21; all females without regard to age).

Minnesota (boys under 21; girls under 18).

North Dakota (boys under 18<sup>56b</sup>; all females without regard to age).

Oregon (boys under 18; all females without regard to age).

South Dakota (females over 14).

Washington (boys under 18; females without regard to age).

Wisconsin (boys under 21; girls under 21).

<sup>56a</sup> In 3 of these States the law has been repealed (Nebraska in 1919; Texas in 1921; Utah in 1929). Owing to decisions of Federal and State courts, not all these laws still on the statute books are operative at the present time. In 1923, in the case of *Adkins v. Children's Hospital* (261 U. S. 525), the United States Supreme Court held the District of Columbia law unconstitutional as an interference with the liberty of contract, and in 1925 and 1927, on the basis of this decision, that court held unconstitutional the Arizona and Arkansas laws, respectively (*Murphy v. Sardell* (269 U. S. 530); *Donham v. Nelson* (273 U. S. 657)). In deciding the question of the constitutionality of the District of Columbia law, however, the court passed upon the law as applying to adult women, expressly stating that it was not then considering the provisions relating to minors. The highest State courts in Kansas and Minnesota, following this decision, declared the minimum-wage provisions of their State laws unconstitutional so far as they affect adult women, but not as affecting minors. (*Topeka Laundry Co. v. Court of Industrial Relations* (237 Pac. 1041); *Stevenson v. St. Clair* (201 NW. 629).) In Minnesota the law is in force for minors, but in Kansas, according to information from the office of the commissioner of labor and industry, no minimum-wage provisions are in force. In Wisconsin the Federal district court (*Folding Furniture Works v. Industrial Commission* (300 Fed. 991)), declared the law of that State unconstitutional as affecting adult women but not minors, and in view of this decision the Wisconsin Legislature in 1925 struck out the provisions applicable to adult women (substituting therefor the "oppressive wage" law, prohibiting work for less than a "reasonable and adequate compensation" for the services rendered) but preserved the minimum wage law as it applied to minors. In Massachusetts the law is not of the same type as the District of Columbia law, since it is advisory and not mandatory (the only penalty for nonconformance being that the commission may publish the names of noncomplying employers), and is therefore generally believed not to be controlled by the decision of the United States Supreme Court in the *Adkins* case. In the remaining 5 States (California, North Dakota, Oregon, South Dakota, and Washington) there has been no State decision since the decision of the United States Supreme Court in the *Adkins* case.

<sup>56b</sup> The rulings now in effect (December, 1929) do not relate to the work of minor boys.

- 2. Law declared unconstitutional<sup>56c</sup> by Federal or State supreme court as regards women; not enforced as regards minors—3 States and the District of Columbia—
  - Arizona.
  - District of Columbia.
  - Arkansas.
  - Kansas.
- 3. Law never operative (no appropriation)—1—State—
  - Colorado.

<sup>56c</sup> See footnote 56a on p. 80.

## II. FEDERAL REGULATION

There is no Federal regulation of child labor now in effect. Both the former Federal child labor laws established certain national minimum standards for the employment of children—that children under 14 should not be employed in mills, factories, manufacturing establishments, canneries, or workshops; that children between 14 and 16 should not be employed in these establishments more than eight hours a day or six days a week, or between 7 p. m. and 6 a. m.; and that children under 16 should not be employed in mines and quarries. The first Federal law, passed September 1, 1916,<sup>57</sup> to go into effect one year later, forbade the transportation in interstate or foreign commerce of the products of establishments<sup>58</sup> violating these standards. This law was held unconstitutional by the United States Supreme Court<sup>59</sup> on June 3, 1918, on the ground that in attempting to regulate child labor in this way Congress had exceeded its constitutional power to regulate interstate commerce.

The second Federal law (the so-called child labor tax act), passed February 24, 1919,<sup>60</sup> and effective April 25, 1919, imposed a 10 per cent tax upon the net profits of establishments violating the standards outlined above. The Supreme Court, on May 15, 1922, by an 8 to 1 decision,<sup>61</sup> declared that Congress had exceeded its constitutional powers in the enactment of this law.

The following outline shows in detail the standards of the two former Federal laws:

*A. Age minimum*

1. In mills, canneries, factories, workshops, and manufacturing establishments: Fourteen years (without exemptions).
2. In mines and quarries: Sixteen years (without exemptions).

*B. Educational minimum*

None.

*C. Physical minimum*

None.

*D. Maximum hours for children under 16*

1. In mills, canneries, factories, workshops, and manufacturing establishments: Eight hours per day and six days per week.

<sup>57</sup> 39 Stat. 675, ch. 432.

<sup>58</sup> That is, of mills, factories, manufacturing establishments, canneries, workshops, mines, or quarries as specified above.

<sup>59</sup> Hammer v. Dagenhart, 247 U. S. 251.

<sup>60</sup> 40 Stat. 1138, ch. 18.

<sup>61</sup> Bailey v. Drexel Furniture Co., 259 U. S. 20.

*E. Prohibition of night work for children under 16*

1. In mills, canneries, factories, workshops, and manufacturing establishments: Between 7 p. m. and 6 a. m.

*F. Administrative provisions**1. Employment certificates.*

Under these Federal acts employment certificates, or work permits, were not required for entrance to employment, but their issuance was provided for as a protection to employers against unintentional violation. An employer was not held liable if "the only employment [which would subject him to the penalties of the act] has been of a child as to whom [he] has in good faith procured at the time of employing such child \* \* \* and has since in good faith relied upon and kept on file a certificate issued in such form, under such conditions, and by such persons as may be prescribed by [the board authorized to administer the act]—consisting under the first Federal law of the Attorney General, the Secretary of Commerce, and the Secretary of Labor, and under the second Federal law of the Secretary of the Treasury, the Commissioner of Internal Revenue, and the Secretary of Labor] showing the child to be of such age" that, under the first act, the shipment of the goods in interstate commerce was legal, or, under the second act, the employer was not subject to the tax. In order to save expense and prevent unnecessary duplication of work, both acts provided for the acceptance for the purposes of the Federal act of certificates issued under State laws and by State authorities wherever these were issued in conformity with the requirements of the Federal authorities. Under the first Federal child labor law 39 States and the District of Columbia were designated as States in which State employment certificates, or work permits, should have the same force and effect as Federal age certificates.

In addition, Federal certificates were regularly issued in five States in which no State certificates were issued, or in which certificates were issued under conditions not consistent with the standards established by the Federal Child Labor Board.

*2. Inspection.*

Authority to enter and inspect at any time any mine, quarry, mill, cannery, workshop, factory, or manufacturing establishment was granted by the act to the Secretary of Labor or any person duly authorized by him under the first law, and to the Commissioner of Internal Revenue or any person duly authorized by him under the second law. Under the second law, also, the Secretary of Labor or any person duly authorized by him was empowered to make inspections at the request of the Commissioner of Internal Revenue.

**PART II. SPECIAL ANALYSIS OF STATE REGULATION OF THE EMPLOYMENT OF MINORS 16 YEARS OF AGE AND OVER**

The employment standards illustrated by the preceding maps and outlines apply chiefly to children under 16 years of age. Many minors over that age, however, are employed who are in need of legal protection. The last census showed 221,298 girls 16 and 17 years of age employed in manufacturing and mechanical establishments—24,467 as laborers and 185,024 as semiskilled operatives. The number of working boys of this age was somewhat larger—366,215 in manufacturing and mechanical establishments, 130,627 as laborers, and 133,175 as semiskilled operatives. The census also showed 60,989 boys and 27,396 girls 16 and 17 years of age employed in transportation and 24,388 boys and 88,148 girls in domestic service.

A number of States have undertaken to place some safeguards around the employment of these young persons. In general, these regulations relate to: (1) Employment in occupations dangerous to life or limb or injurious to health or morals, (2) maximum hours of labor and prohibition of night work, (3) employment certificates, (4) continuation-school attendance, and (5) additional compensation, under workmen's compensation laws, for minors injured while illegally employed. Legal provisions and regulations made by State departments along these lines, in effect in the various States January 1, 1929, are summarized in the following statement:<sup>62</sup>

*A. Dangerous or injurious occupations<sup>63</sup>*

**ALABAMA:**

*Children under 18* prohibited from employment as messenger in telegraph, telephone, or messenger service between 10 p. m. and 6 a. m. (Code 1923, sec. 3497.)

*Girls under 18* prohibited from work in street trades, including distributing or selling newspapers or other articles. (Code 1923, sec. 3512.)

*Persons under 21* prohibited from employment in pool or billiard rooms. (Code 1923, sec. 3498.)

<sup>62</sup> The summary that follows omits many types of regulations affecting the work of minors between 16 and 21 years of age, including the following: Laws relating to hours of labor or night work of females only, without mentioning minors of either sex; laws relating to seats for girls, sanitation of work places where women and children are employed, payment of wages to minors, and attendance of employed minors at evening school; requirements that employer keep lists of minor employees, post hours, etc.; minimum-age laws enacted apparently for the safety of the public rather than for the welfare of the minor; hours of labor provisions applying to all workers in mines, etc.; prohibitions of employment of minors in the distribution of immoral literature, etc. (For laws regulating employment of women see State Laws Affecting Working Women, Women's Bureau, U. S. Department of Labor, Pub. No. 63.)

<sup>63</sup> Laws prohibiting the employment of children in messenger service at night are included under this heading because one of the chief aims of such legislation is the protection of minor workers from moral hazards.

**ARIZONA:**

*Children under 18* prohibited from employment in specified dangerous or injurious occupations, including work in, about, or in connection with blast furnaces, smelters, oiling dangerous machinery in motion, work where dangerous explosives are manufactured or stored, or in any employment determined by the State board of health to be dangerous or physically or morally injurious to children under 18. (For complete list of occupations prohibited see Rev. Stat. 1913, Civil Code, title 14, ch. 2, sec. 3127.)

*Boys under 18*<sup>64</sup> prohibited from employment underground in mines. (Rev. Stat. 1913, Civil Code, title 34, ch. 3, sec. 4079.)

*Persons under 21* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph or messenger companies in incorporated cities or towns. (Rev. Stat. 1913, Civil Code, title 14, ch. 2, sec. 3130.)

**CALIFORNIA:**

(See also Miscellaneous Regulations, p. 115.)

*Girls under 18* prohibited from employment as messenger for telegraph, telephone, or messenger companies in towns of more than 15,000 inhabitants. (Acts of 1919, ch. 259, sec. 3.)

*Boys 16 to 18* prohibited from employment between 9 p. m. and 6 a. m. as messenger for telegraph, telephone, or messenger companies in towns of more than 15,000 inhabitants. (Acts of 1919, ch. 259, sec. 3.)

*Girls under 18* prohibited from work in street trades, including sale or distribution of newspapers and other articles, boot-blacking, etc., in cities of 23,000 or over. (Acts of 1919, ch. 259, sec. 3½.)

**CONNECTICUT:**

*Children under 18* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph or messenger companies in cities of population of 20,000 or over. (Gen. Stat., Revision of 1918, sec. 2611.)

*Children under 18* prohibited from having the care, custody, management, or operation of freight or passenger elevators running at a speed of over 200 feet per minute. (Gen. Stat., Revision of 1918, sec. 2610.)

*Persons under 18* prohibited from employment in or about public billiard or pool rooms. (Gen. Stat., Revision of 1918, sec. 6479.)

<sup>64</sup> Law applies also to all females.

## CONNECTICUT—Continued.

*Minors* prohibited from employment in any saloon in any capacity or in the handling or delivery of any spirituous and intoxicating liquors,<sup>65</sup> except in a drug store, bona fide hotel, or bona fide grocery store in which the handling of liquors is incidental merely to the grocery store. (Gen. Stat., Revision of 1918, sec. 2736.)

## DELAWARE:

*Children under 18* prohibited from employment in a number of specified dangerous or injurious occupations, including the operation of any polishing or buffing wheel, work in establishments where dangerous explosives are compounded, and the running of hoisting machines or dynamos. (Rev. Code, 1915, sec. 3148, as amended by Acts of 1917, ch. 232.)

*Persons under 21* prohibited from employment between 10 p. m. and 6 a. m. as messenger for telegraph, telephone, or messenger companies in places of over 20,000 population. (Rev. Code, 1915, sec. 3150, as amended by Acts of 1917, ch. 232.)

*Persons under 21* prohibited from employment in places where intoxicating liquors are sold, except where sold for medicinal or scientific purposes. (Rev. Code, 1915, sec. 3149, as amended by Acts of 1917, ch. 232.)

## DISTRICT OF COLUMBIA:

*Children under 18* prohibited from employment in any quarry, tunnel, or excavation, tobacco warehouse, cigar or other factory where tobacco is manufactured or prepared, or in the operation of any freight or passenger elevator. (Act of May 29, 1928, Public No. 612, 70th Cong., 1st sess.)

*Girls under 18* prohibited from employment in any retail cigar or tobacco store, hotel or apartment house, or in work in street trades, including the distribution or sale of newspapers and other articles, bootblacking, etc., or as usher, attendant, or ticket seller in any theater or place of amusement, or as a messenger. (Act of May 29, 1928, Public No. 612, 70th Cong., 1st sess.)

*Boys 18 to 21* prohibited from employment as messenger between 12 o'clock midnight and 5 a. m. (Act of May 29, 1928, Public No. 612, 70th Cong., 1st sess.)

*Girls 18 to 21* prohibited from employment as messenger between 7 p. m. and 6 a. m. (Act of May 29, 1928, Public No. 612, 70th Cong., 1st sess.)

<sup>65</sup> The State laws relating to the manufacture, sale, etc., of intoxicating liquor which are included in this summary may in some cases have been repealed, at least by implication, by later prohibition laws, but they are illustrative of the type of protection that is considered necessary.

## DISTRICT OF COLUMBIA—Continued.

*Minors (under 21)* prohibited from employment in occupations determined by board of education to be dangerous or prejudicial to the life, health, safety, or welfare of such minor. (Act of May 29, 1928, Public No. 612, 70th Cong., 1st sess.)

*Persons under 21*<sup>64</sup> prohibited from employment in selling or distributing intoxicating liquors. (Act of March 4, 1913, 37 Stat. 997.)

## FLORIDA:

*Children under 18* prohibited from employment as messenger for telegraph, telephone, or messenger companies between 10 p. m. and 5 a. m. (Rev. Gen. Stat. 1920, sec. 4028.)

*Children under 18* prohibited from cleaning machinery in motion. (Rev. Gen. Stat. 1920, sec. 4031.)

*Persons under 21* prohibited from employment in any pool room, billiard room, brewery, saloon, or barroom where intoxicating liquors are manufactured or sold. (Rev. Gen. Stat. 1920, sec. 4027.)

## IDAHO:

*Minors* prohibited from employment in serving intoxicating liquors to customers or in handling such liquors or packages containing them in breweries or other places where they are prepared or offered for sale. (Comp. Stat. 1919, sec. 1030.)

## INDIANA:

*Children under 18* prohibited from employment in a considerable number of dangerous or injurious occupations, including oiling and cleaning moving machinery, operation of abrasive, polishing, or buffing wheels, operation of elevators, work in places where high explosives are manufactured or stored, or in any establishment where malt or alcoholic liquors are manufactured, packed, wrapped, or bottled, or work in any other dangerous or injurious occupations. (Burns' Ann. Stat. 1926, secs. 6470, 9412.)

*Boys under 18* prohibited from employment as messenger for telegraph or messenger companies between 10 p. m. and 6 a. m. (Burns' Ann. Stat. 1926, sec. 6470.)

*Girls under 18* prohibited from employment in capacity requiring constant standing. (Burns' Ann. Stat. 1926, sec. 6470.)

*Persons under 21* prohibited from employment in any public pool or billiard room. (Burns' Ann. Stat. 1926, sec. 6472.)

<sup>64</sup> Law applies also to all females.

**IOWA:**

*Girls under 18* prohibited from cleaning machinery in motion. (Code, 1924, sec. 1529.)

*Girls under 18* prohibited from work in street trades, including sale or distribution of newspapers and other articles, bootblacking, etc., in cities of 10,000 or over. (Code, 1924, sec. 1537.)

*Children under 18* prohibited from employment between 10 p. m. and 5 a. m. in the transmission, distribution, or delivery of goods or messages in cities of 10,000 or more inhabitants. (Code, 1924, sec. 1539.)

*Girls under 21* prohibited from employment in any capacity where their duties require constant standing. (Code, 1924, sec. 1536.)

**KANSAS:**

*Children under 18*—See under F, Miscellaneous Regulations, p. 116.

**KENTUCKY:**

*Children under 18* prohibited from cleaning machinery while it is in motion. (Carroll's Stat. 1922, sec. 331a-10.)

*Persons under 21* prohibited from employment between 9 p. m. and 6 a. m. as messenger for telegraph, telephone, or messenger companies in cities of the first, second, or third class. (Carroll's Stat. 1922, sec. 331a-11.)

*Girls under 18* prohibited from work in street trades, including the sale or distribution of newspapers or other articles, bootblacking, etc., in cities of the first, second, and third class. (Carroll's Stat. 1922, sec. 331a-15.)

*Girls under 21* prohibited from employment in occupations requiring constant standing. (Carroll's Stat. 1922, sec. 331a-12.)

**LOUISIANA:**

*Children under 17* prohibited from employment in any place where pool or billiard games are operated. (Acts of 1912, No. 25, sec. 1.)

*Persons under 21*<sup>64</sup> prohibited from cleaning machinery in motion. (Acts of 1908, No. 301, sec. 17.)

**MARYLAND:**

*Children under 18* prohibited from employment in a long list of dangerous or injurious occupations, including employment in or in connection with the running or management of elevators, blast furnaces, docks, or wharves, oiling or cleaning

<sup>64</sup> Law applies also to all females.

**MARYLAND—Continued.**

machinery in motion, operation of emery or abrasive polishing or buffing wheels, establishments where explosives are manufactured, etc. (For complete list of employments prohibited, see Ann. Code, 1924, vol. 2, art. 100, sec. 22.)

*Children under 18* prohibited from employment as messenger between 10 p. m. and 6 a. m. for telegraph, telephone, or messenger companies in cities having a population of 20,000 or over. (Ann. Code, 1924, vol. 2, art. 100, sec. 26.)

*Boys under 18* prohibited from employment as heater boys and passer boys on ships under construction or in repair jobs at pier. (Ruling of State commissioner of labor and statistics, 1918.)

*Persons under 21* prohibited from employment in saloons or barrooms where intoxicating liquors are sold. (Ann. Code, 1924, vol. 2, art. 100, sec. 23.)

**MASSACHUSETTS:**

*Children under 18* prohibited from employment in a long list of dangerous or injurious occupations, including work in or about blast furnaces, oiling hazardous machinery in motion, operation of polishing or buffing wheels, work in establishments where dangerous explosives are manufactured or compounded, or in any other occupation determined by the State department of labor and industries to be dangerous to life or limb or injurious to health or morals. (Gen. Laws, 1921, ch. 149, secs. 62, 63.) (Occupations prohibited under authority contained in the foregoing sections are: Employment of minors under 18 at sandpapering lead-painted surfaces indoors; employment of girls under 18 years of age in carrying messages for a company, corporation, or association engaged in their transmission.)

*Girls 16 to 18* prohibited from work in street trades, including selling newspapers and other articles, bootblacking, etc., in cities of 50,000 or over. School committees in any city or town may make regulations relative to these occupations for girls up to 18 years of age. (Acts of 1921, ch. 410, secs. 69-86; Gen. Laws, 1921, ch. 101, sec. 19.)

*Persons under 21* prohibited from employment in or in connection with any saloon or barroom where intoxicating liquors are sold. (Gen. Laws, 1921, ch. 149, sec. 64.)

*Persons under 21* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph, telephone, or messenger companies, with certain exemptions. (Gen. Laws, 1921, ch. 149, sec. 68.)

## MICHIGAN:

*Children under 18 prohibited from cleaning machinery in motion or working at any hazardous employment, or where their health may be injured or their morals depraved. An exemption allows employment of person 16 to 18 in any occupation (other than the cleaning of machinery while in motion) approved by the department of labor and industries as "not unduly hazardous." (Comp. Laws, 1915, sec. 5332, as last amended by Public Acts of 1929, No. 102.)*

*Children under 18 prohibited from employment in the transmission, distribution, or delivery of messages or merchandise between 10 p. m. and 5 a. m. (Comp. Laws, 1915, sec. 5330, as last amended by Public Acts of 1927, No. 21.)*

## MINNESOTA:

*Boys under 18 prohibited from employment between 9 p. m. and 5 a. m. as messenger for telegraph or messenger company. (Gen. Stat. 1923, sec. 4104.)*

*Minors under 18 prohibited from employment in acrobatic performances, etc., or in any practice or exhibition dangerous or injurious to life, limb, health, or morals. (Gen. Stat. 1923, sec. 4103, as amended by Public Acts of 1927, ch. 388.)*

*Girls under 18 prohibited from work in street trades, including sale or distribution of newspapers or other articles, boot-blacking, etc., in cities of the first, second, or third class. (Gen. Stat. 1923, sec. 4106.)*

*Girls under 21 prohibited from employment as messenger for telegraph or messenger companies. (Gen. Stat. 1923, sec. 4104.)*

## MISSOURI:

*Girls under 18 prohibited from employment in carrying telegraphic dispatches or in messenger service. (Rev. Stat. 1919, sec. 3528.)*

*Minors<sup>64</sup> (under 21) prohibited from cleaning machinery in motion in manufacturing, mechanical, mercantile, or other establishments or places. (Rev. Stat. 1919, sec. 6788.)*

## NEVADA:

*Children under 18 prohibited from employment in any mendicant occupation, in any indecent or immoral exhibition or practice, or in any practice or exhibition dangerous or injurious to life, limb, health, or morals. (Rev. Laws, 1912, sec. 6823, as amended by Stat. of 1927, ch. 151.)*

<sup>64</sup> Law applies to all females.

## NEVADA—Continued.

*Children under 18 prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph or messenger companies in incorporated cities and towns. (Acts of 1913, ch. 232, sec. 7.)*

*Minors under 18 prohibited from employment in public dance halls. (Rev. Laws, 1912, sec. 6823, as amended by Stat. of 1927, ch. 151.)*

*All minors prohibited from employment as bartenders. (Rev. Laws, 1912, sec. 6506.)*

## NEW HAMPSHIRE:

*Children under 18 prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph, telephone, or messenger companies. (Public Laws, 1926, ch. 118, sec. 22.)*

## NEW JERSEY:

*Children under 18 prohibited from employment in any mendicant or wandering business or in any immoral occupation in public highways, etc. (Comp. Stat. 1910, vol. 2, Crimes, sec. 56, p. 1763.)*

*Children under 18 prohibited from employment between 10 p. m. and 5 a. m. as messenger or in the performance of other service for telegraph, telephone, or messenger companies, with certain exemptions, in municipalities other than cities of the first class. (Acts of 1911, ch. 363, sec. 1.)*

*Persons under 21 prohibited from employment between 10 p. m. and 5 a. m. as messenger or in the performance of other service for telegraph, telephone, or messenger companies, with certain exemptions, in cities of the first class. (Acts of 1911, ch. 363, sec. 1.)*

*Boys under 18 prohibited from employment underground in mines. (Acts of 1919, ch. 187, sec. 25.)*

## NEW MEXICO:

*Minors under 18 prohibited from employment in mine or quarry underground or in any place where explosives are used. (Laws of 1925, ch. 79, sec. 6.)*

*Girls under 21 prohibited from employment as messenger for telegraph, telephone, or messenger company in the distribution, transmission, or delivery of goods or messages. (Laws of 1925, ch. 79, sec. 7.)*

## NEW YORK:

(See also under F, Miscellaneous Regulations, p. 116.)

*Minors 16 to 18 prohibited from working at any machine listed in the State industrial code rules for the guarding of point*

## NEW YORK—Continued.

of operation of dangerous machinery unless such machinery is equipped at the point of operation with such a guard as is specified therefor in said rules. (Rule 922, adopted by the industrial board, April 18, 1928, effective July 1, 1928.)

*Boys under 18* prohibited from operation of freight or passenger elevator running at a speed of over 200 feet a minute. (Labor Law, art. 4, sec. 146.) The industrial code fixes a minimum age of 18 for the operation of all elevators except automatic push-button control elevators. (Rule 408.)

*Girls under 18* prohibited from operation of any freight or passenger elevator. (Labor Law, art. 4, sec. 146.)

*Girls under 18* prohibited from working in a street trade, which is defined to include the carrying, delivery, selling, exposing, or offering for sale of newspapers or periodicals and work as bootblack. (Education Law, sec. 638, as revised by Laws of 1928, ch. 646.)

*Boys under 18, girls under 21* prohibited from cleaning machinery in motion. (Labor Law, art. 4, sec. 146.)

*Boys under 18, girls under 21*<sup>64</sup> prohibited from operating or using polishing or buffing wheels where articles of the baser metals or of iridium are manufactured. (Labor Law, art. 4, sec. 146.)

*Children under 18:* State industrial board may adopt rules prohibiting or regulating the employment of children under 18 in any occupation which it may find to be dangerous or injurious to the health of such children. (Labor Law, art. 4, sec. 146.)

*Girls under 21* prohibited from employment as conductor or guard on any street, surface, electric, subway, or elevated railroad. (Labor Law, art. 4, sec. 146.)

*Girls under 21* prohibited from employment as messenger for telegraph or messenger companies. (Labor Law, art. 4, sec. 146.)

*Male minors under 21* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph or messenger companies in cities of the first or second class. (Labor Law, art. 5, sec. 185.)

## NORTH DAKOTA:

*Persons under 18* prohibited from employment in any place where pool, billiard, or card games are played. (Comp. Laws 1913, sec. 9689.)

*All minors* (see under F, Miscellaneous Regulations, p. 116).

<sup>64</sup> Law applies also to all females.

## OHIO:

*Children under 18* prohibited from employment in a list of dangerous or injurious occupations, including work in, about, or in connection with blast furnaces, docks, or wharves, running of elevators, etc., operation of polishing or buffing wheels under certain conditions, work in establishments where dangerous explosives are manufactured, compounded, or stored, etc. (Page's Ann. Gen. Code, 1926, sec. 13007-3.)

*Girls under 18* prohibited from employment in theaters or other places of amusement, except on the stage thereof when not prohibited by law. (Page's Ann. Gen. Code, 1926, sec. 13007-3.)

*Children under 18* prohibited from employment in any occupation determined by State board of health to be sufficiently dangerous to the lives or limbs or injurious to the health or morals of children under 18 years of age to justify their exclusion therefrom. (Page's Ann. Gen. Code, 1926, sec. 13007-4.)

*Boys under 18* prohibited from employment as messenger for telephone, telegraph, or messenger companies between 9 p. m. and 6 a. m. (Page's Ann. Gen. Code, 1926, sec. 12996-1.)

*Girls under 21* prohibited from employment requiring constant standing. (Page's Ann. Gen. Code, 1926, sec. 13005.)

*Girls under 21* prohibited from employment in the "personal delivery of messages." (Page's Ann. Gen. Code, 1926, sec. 12993.)

*Persons under 21* prohibited from employment in saloon or barroom where intoxicating liquors are sold or to handle intoxicating liquors in any way. (Page's Ann. Gen. Code, 1926, sec. 13007-5.)

## OKLAHOMA:

*Girls under 21*<sup>64</sup> prohibited from employment underground in mines or quarries. (Constitution, art. 23, sec. 4; Comp. Stat. 1921, sec. 7218.)

## OREGON:

(See also under F, Miscellaneous Regulations, p. 117.)

*Children under 18* prohibited from employment in operating freight or passenger elevators. (Oreg., Laws 1920, sec. 6712.)

<sup>64</sup> Law applies also to all females.

## OREGON—Continued.

*Children under 18* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph or messenger company. (Oreg., Laws 1920, sec. 6706.)

*Children under 18* prohibited from employment in or in connection with any lantern or lantern room of any motion-picture theater, or in connection with the operation of any motion-picture lantern in any public building. (Rulings of State industrial-welfare commission, order No. 46, effective November 14, 1921.)

*Girls under 21* prohibited from employment as messenger in telegraph, telephone, or public-messenger service. (Rulings of State industrial-welfare commission, orders 43 and 46, effective October 14, 1919.)

*Children under 18* prohibited from employment as engineer or in charge of any logging engine used in logging operations. (Oreg., Laws 1920, sec. 6711.)

*Children under 18* prohibited from employment in public dance halls. (Acts of 1923, ch. 17.)

*Minor girls under 18* prohibited from acting as peddler or canvasser from house to house. (Rulings of industrial-welfare commission, order No. 46.)

*Minor girls under 18* prohibited from employment in or in connection with any barber shop in which men are customers. (Rulings of industrial-welfare commission, order No. 46, provision effective February 1, 1924.)

## PENNSYLVANIA:

*Children under 18* prohibited from employment in a number of dangerous or injurious occupations, including oiling or cleaning machinery in motion, operation or use of polishing or buffing wheels, work in establishments where dangerous explosives are manufactured or compounded, etc. Industrial board of State department of labor and industry may determine what other occupations are dangerous to life or limb or injurious to health or morals of children under 18, and prohibit their employment therein. (Acts of 1915, P. L. 286, sec. 5; Pa., Stat. 1920, sec. 13289.)

*Children under 18* are prohibited from employment in the following occupations by order of the State industrial board:

- (1) Outside electrical wiring. (Rule M-1.)
- (2) Operating or managing freight or passenger elevators or other hoisting or lifting machinery. (Rule M-2.)
- (3) Acetylene or electric welding. (Rule M-3.)

## PENNSYLVANIA—Continued.

- (4) Wire-stitching machines. (Rule M-4.)
- (5) Testing electric meters. (Rule M-6.)
- (6) Serving, handling, or care of alcoholic liquors in places where alcoholic liquors are manufactured, sold, dispensed, or stored. (Rule M-8.)
- (7) On machines or processes in connection with roll tables, roll cars, and greasers in rolling mills. (Rule M-9.)
- (8) On inside electrical wiring (unless assisting trained electrician over 21 at work on voltages up to 220 volts). (Rule M-11.)
- (9) Tanning establishments, at employment pertaining to the tanning process. (Rule M-13.)
- (10) As section hands. (Rule M-14.)
- (11) The following occupations in quarries—drilling, shot firing, assisting in loading or tamping holes, face cleaning, attaching blocks to chains for cable hoisting, operating or assisting in operating steam, air, or electric shovels, or in any other occupation specifically prohibited by the child labor law. (Rule M-15.)
- (12) Where explosives are manufactured, handled, or stored. (Rule M-16.)
- (13) Call boys for railroad companies. (Rule M-17.)
- (14) As motion-picture projectionist (or as motion-picture projectionist apprentice under 17). (Rule M-18.)
- (15) On power-driven machinery in woodworking shops, with certain exemptions in case of supervised apprentices. (Rule M-19.)
- (16) Operating mixing machines in bakeries. (Rule M-20.)
- (17) Work on punch presses, with certain exemptions in case of supervised apprentices. (Rule M-22.)
- (18) On emery wheels, with certain exemptions in case of supervised apprentices. (Rule M-25.)
- (19) In and around furnaces of the metal industries, except as water boys. (Rule M-28.)
- (20) In the brick-making industry on horizontal or vertical pug-mills. (Rule M-30.)
- (21) On metal plate bending machines operated by power. (Rule M-32.)
- (22) In public pool rooms or bowling alleys. (Rule M-33.)

## PENNSYLVANIA—Continued.

- (23) In the handling of bull ladles containing molten metal. (Rule M-35.)
- (24) In spray-coating objects with any substances containing lead, benzol, or ground siliceous material. (Rule approved by industrial board October 16, 1929.)

*Girls under 18* prohibited from employment in the public messenger service. (Rule M-7, State industrial board.)

*Boys under 18* prohibited from mining or loading coal in any room, entry, or other working place, unless in company with an experienced person over 18 years of age. Act applies only to bituminous-coal mines where 10 or more persons are employed inside the mine in any period of 24 hours. (Acts of 1911, P. L. 756, art. 18, sec. 1; Pa., Stat. 1920, sec. 15507.)

*Children under 18* prohibited from employment in certain mendicant occupations, including singing or playing on musical instruments in any street or public place. (Acts of 1879, P. L. 142, sec. 3; Pa., Stat. 1920, sec. 13230.)

*Persons under 21* prohibited from employment in any saloon or barroom where alcoholic liquors are sold. (Acts of 1915, P. L. 286, sec. 5; Pa., Stat. 1920, sec. 13289.)

*Girls under 21*<sup>\*\*</sup> prohibited from employment in or about any bituminous-coal mine where 10 or more persons are employed inside the mine in any period of 24 hours, except in the office. (Acts of 1911, P. L. 756, art. 18, sec. 1; Pa., Stat. 1920, sec. 15507.)

*Persons under 21* prohibited from employment between 8 p. m. and 6 a. m. as messenger for telephone, telegraph, or messenger company. (Acts of 1915, P. L. 286, sec. 6; Pa., Stat. 1920, sec. 13290.)

*Girls under 21* prohibited from work in street trades, including selling or distributing newspapers or other articles, boot-blacking, etc. (Acts of 1915, P. L. 286, sec. 7; Pa., Stat. 1920, sec. 13291.)

## RHODE ISLAND:

*Children under 18* prohibited from having charge of or operating any passenger elevator. (Gen. Laws, 1923, ch. 171, sec. 16.)

*Persons under 21* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph, telephone, or messenger companies. (Gen. Laws, 1923, ch. 85, sec. 32.)

<sup>\*\*</sup> Law applies also to all females over 21.

## SOUTH CAROLINA:

*Children under 18* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph, telephone, or messenger companies in cities of 5,000 population and over. (Code of Laws, 1922, sec. 418.)

## TENNESSEE:

*Children under 18* prohibited from employment between 10 p. m. and 5 a. m. as messenger for telegraph or messenger company. (Thompson's Shannon's Code, 1918, sec. 4342a-47.)

## TEXAS:

*Children under 17* prohibited from employment in any mine, quarry, or place where explosives are used. Such children shall not be sent to any disorderly house or place of amusement conducted for immoral purposes. (Rev. Crim. Stat. 1925, Penal Code, art. 1574.)

## UTAH:

*Persons under 21* prohibited from employment between 9 p. m. and 5 a. m. as messenger for telegraph or messenger company in cities of first or second class. (Comp. Laws, 1917, sec. 1866.)

*Girls under 21* prohibited from employment in, about, or in connection with any restaurant, resort, or place of amusement where alcoholic liquors are manufactured or dispensed. (Comp. Laws, 1917, sec. 1865.)

*Persons under 21* prohibited from employment in handling intoxicating liquors or packages containing such liquors, in a brewery or bottling establishment, or in serving liquors to be drunk on the premises. (Acts of 1911, ch. 106, secs. 23, 24.)

## VERMONT:

*Girls under 18* prohibited from employment in any capacity where such employment compels them to remain standing continuously. (Gen. Laws, 1917, sec. 5836.)

## VIRGINIA:

*Girls under 18* prohibited from employment in any retail cigar or tobacco store, theater, concert hall, pool hall, bowling alley, or place of amusement, hotel, restaurant, steam laundry, or in any passenger or freight elevator. (Acts of 1922, ch. 489, sec. 13.)

*Girls under 18* prohibited from employment as messenger for any telegraph or messenger company or service. (Acts of 1922, ch. 489, sec. 14.)

## VIRGINIA—Continued.

*Boys 16 to 18, girls 18 to 21* prohibited from employment between 10 p. m. and 5 a. m. as messenger for any telegraph or messenger company or service. (Acts of 1922, ch. 489, sec. 14.)

*Girls under 18* prohibited from employment in street trades, including selling newspapers and other articles, bootblacking, etc. (Acts of 1922, ch. 489, sec. 15.)

## WASHINGTON:

(See also under F, Miscellaneous Regulations, p. 117.)

*Girls 16 to 21*<sup>4</sup> prohibited from employment in any mine, or in any surface workings except in clerical or messenger duty. (Pierce's Code, 1921, sec. 3992.)

*Children under 18* prohibited from employment in any practice or exhibition dangerous or injurious to life, limb, health, or morals, in any mendicant occupation, in any indecent or immoral exhibition or practice, etc. (Pierce's Code, 1921, sec. 8832.)

*Children under 18* prohibited from work upon or within dangerous proximity to any cable, rigging, or hazardous machinery, or at any work in a bowling alley located in a public housekeeping establishment. (Orders No. 24 and No. 31, of State industrial-welfare committee, effective October 4, 1921, and October 27, 1922.)

*Girls under 18* prohibited, in all occupations and industries other than public housekeeping, from employment as "shaker" in a laundry, as clerk in selling cigars and tobacco, as messenger or delivery girl in outdoor messenger or delivery service, as bootblack, or in any work in bowling alleys, shooting galleries, etc., or, in public housekeeping occupations, as bell hop or elevator operator or to sell cigars or tobacco, or as messenger, or bus girl, or cabaret performer. (Orders No. 24 and No. 31, of State industrial-welfare committee, effective October 4, 1921, and October 27, 1922.)

## WEST VIRGINIA:

*Minor under 18* prohibited from employment in the occupation of singing or playing upon musical instruments upon the streets or in any mendicant business whatever. (Barnes's Ann. Code, 1923, ch. 144, sec. 16 (d) 3.)

## WISCONSIN:

(See also under F, Miscellaneous Provisions, p. 117.)

*Girls under 17* prohibited from employment in any capacity which compels them to remain standing constantly. (Stat. 1927, sec. 103.05 (3) (d).)

<sup>4</sup> Law applies also to all females.

## WISCONSIN—Continued.

*Minors under 17* may not be issued certificates to work in bowling alleys; pool rooms; billiard halls; any place in which liquors containing any percentage of alcohol whatever are made, bottled, sold, served, or given away; dance halls, dance pavilions; street carnivals or other traveling shows; any place of employment where an active strike or lockout of the employees is in progress; street messenger service for employers operating outside the provisions of the compensation act; road construction; threshing crews; work given out by factories to be done in homes; work on the Great Lakes; at any occupation in or about any woodsawing rig or portable sawmill; or to work in mixed camps—i. e., camps where males and females are accommodated in the same camp. (Rulings of the industrial commission.)

*Girls under 17* may not be issued certificates to work in any hotel, restaurant, or the restaurant department of any establishment, or in any clubhouse, or in any boarding or rooming house, including boarding and rooming houses conducted by industrial plants for their own employees. (Rulings of the industrial commission.)

*Children under 18* prohibited from employment in a long list of dangerous or injurious occupations, including work in or about mines, quarries, blast furnaces, docks, or wharves, operating specified types of polishing or buffing wheels, outside erection and repair of electric wires, running elevators, work in establishments where dangerous explosives are manufactured, compounded, or stored, dipping, dyeing, or packing matches, etc. (Stat. 1927, sec. 103.05 (3) (b).)

*Persons under 21* prohibited from employment between 8 p. m. and 6 a. m. as messenger for telegraph or messenger companies in cities of first, second, and third class. (Stat. 1927, sec. 103.05 (3) (a).)

*Girls under 18* prohibited from employment in street trades, including sale or distribution of newspapers and other articles, bootblacking, etc. (Stat. 1927, sec. 103.22.)

*Persons under 21:* State industrial commission may determine what occupations are dangerous or injurious to minors and prohibit their employment therein. (Stat. 1927, sec. 103.05.)

*Girls under 21* prohibited from employment as bell hop in any hotel. (Stat. 1927, sec. 103.05 (3) (d).)

## WYOMING:

*Girls under 18* prohibited from employment in any capacity compelling constant standing. (Comp. Stat. 1920, sec. 3882.)

## WYOMING—Continued.

*Children under 18* prohibited from employment in any brewery, distillery, saloon, concert hall, or other establishment where alcoholic liquors are manufactured, packed, wrapped, bottled, or sold. (Comp. Stat. 1920, sec. 3878.)

*Girls under 21*<sup>66</sup> prohibited from work in or about coal, iron, or other dangerous mines or underground works, except in clerical work. (Comp. Stat. 1920, sec. 3868.)

*B. Maximum hours of labor and prohibitions of night work*<sup>67</sup>

## ARIZONA:

*Girls 16 to 18:* Maximum hours for employment in any gainful occupation other than agricultural pursuits or domestic service, 8 per day, 48 per week; night work in the same occupations prohibited between 7 p. m. and 7 a. m. (Rev. Stat. 1913, Civil Code, title 14, ch. 2, sec. 3131.)

## ARKANSAS:

*Children 16 to 18:* Maximum hours in any occupation, 10 per day (but see 9-hour day for girls between 16 and 21, below) 54 per week, 6 days per week; night work prohibited between 10 p. m. and 6 a. m. (Crawford and Moses Digest, 1921, sec. 7091.)

*Girls 16 to 21:*<sup>68</sup> Maximum hours for employment in any manufacturing, mechanical, or mercantile establishment, or laundry, or by any express or transportation company, 9 per day, 54 per week, 6 days per week. (Crawford and Moses Digest, 1921, sec. 7102.)

*Girls under 18:* Night work in any manufacturing, mechanical, or mercantile establishment, laundry, or employment by any express or transportation company prohibited between the hours of 9 p. m. and 7 a. m. (Crawford and Moses Digest, 1921, sec. 7103.)

## CALIFORNIA:

(See also under F, Miscellaneous Regulations, p. 115.)

*Children under 18:* Maximum hours for employment in any occupation, with certain exemptions, 8 per day, 48 per week; night work in the same occupations prohibited between 10 p. m. and 5 a. m. (Stat. of 1919, ch. 259, sec. 2.) State industrial-welfare commission fixes the same maximum hours and a night-work prohibition between 10 p. m. and 6 a. m. for children under 18 in factories and canneries.

<sup>66</sup> Law applies also to all females over 21.

<sup>67</sup> Laws relating to hours of labor or night work of females only, without mentioning minors of either sex, are omitted. See under A, Dangerous or Injurious Occupations, for prohibitions of the work of minors in messenger service at night.

## CALIFORNIA—Continued.

*Children under 18* must not be employed in any occupation (except in agricultural pursuits and domestic service) for a greater number of hours each day than will, if added to the number of hours that they are compelled to attend school, equal eight hours. (Stats. of 1919, ch. 506, sec. 7.)

*Minors under 18:* Vending or selling goods or engaging in or conducting any business prohibited between 10 p. m. and 5 a. m. (Stat. 1911, ch. 688.)

## CONNECTICUT:

*Girls 16 to 21:*<sup>69</sup> Maximum hours in mercantile establishments, 58 per week with exemptions. (Gen. Stat., Rev. of 1918, sec. 5302, as amended by Acts of 1925, ch. 153.)

*Girls 16 to 21:*<sup>69</sup> Night work in any manufacturing, mechanical, or mercantile establishment prohibited between 10 p. m. and 6 a. m. with exemptions. (Gen. Stat., Rev. of 1918, sec. 5303, as last amended by Acts of 1927, ch. 144.)

## DISTRICT OF COLUMBIA:

*Children under 18:* Maximum hours for employment in or in connection with any gainful occupation, with certain exemptions, 8 per day, 48 per week, 6 days per week. Night work in the same occupations prohibited for girls under 18 between 7 p. m. and 7 a. m.; for boys 16 to 18 between 10 p. m. and 6 a. m. (Act of May 29, 1928, Public, No. 612, 70th Cong., 1st sess.)

*Girls under 18:* Night work in manufacturing, mechanical, mercantile, and other specified establishments prohibited between 6 p. m. and 7 a. m. (Act of February 24, 1914, 38 Stat. 291.) (See also later provision summarized above.)

## GEORGIA:

A maximum 60-hour week is fixed for all employees, with certain exemptions, in cotton and woolen manufacturing establishments. (Code, 1926, Civil, sec. 3137.)

## INDIANA:

*Girls 16 to 18:* Maximum hours for employment in any gainful occupation other than farm labor or domestic service, 8 per day, 48 per week, 6 days per week; night work in the same occupations prohibited 7 p. m. to 6 a. m. (Burns' Ann. Stat., 1926, sec. 6468.)

<sup>68</sup> Law applies also to all females.

## KANSAS:

(See also under F, Miscellaneous Regulations, p. 116.)

*Minors under 18:*<sup>64</sup> Maximum hours for work in laundries, dyeing, dry-cleaning, and pressing establishments, 9 per day, 49½ per week, with exemptions. (State public service commission order No. 1, effective August 1, 1927.)

*Minors under 18:*<sup>64</sup> Maximum hours for work in factories, with exemptions, 9 per day, 49½ per week, and 6 days per week; night work prohibited between 9 p. m. and 6 a. m. (State public service commission order No. 2, effective August 1, 1927.)

*Minors under 18:*<sup>64</sup> Maximum hours in mercantile establishments, 9 per day, 54 per week, 6 days per week, with exemptions; night work prohibited after 9 p. m., but public-service commission may make exemptions for one night a week in certain localities. (Public service commission order No. 3, effective August 1, 1927.)

*Minors under 18:*<sup>64</sup> Maximum hours in public housekeeping establishments, 8 per day, 48 per week. (Public service commission order No. 4, effective August 1, 1927.)

*Minors under 18:*<sup>64</sup> Maximum hours for telephone operators, 8 per day, 6 days per week. (Public service commission order No. 5, effective August 1, 1927.)

*Girls under 21:* Night work in public housekeeping establishments prohibited between 12 o'clock midnight and 5 a. m. (Public service commission order No. 4, effective August 1, 1927.)

## KENTUCKY:

*Girls under 21:* Maximum hours of labor at any gainful occupation except domestic service and nursing, 10 per day, 60 per week. (Carroll's Stats., 1922, sec. 4866b-1.)

## LOUISIANA:

*Boys 16 to 18; girls 16 to 21:*<sup>65</sup> Maximum hours for employment in factories, stores (with certain exemptions), etc., or "any other occupation whatsoever" (except agricultural pursuits), 10 per day and 60 per week. (Acts of 1908, No. 301, sec. 4, as amended by Acts of 1916, No. 177, and by Acts of 1926, No. 176.)

*Girls 16 to 18:* Night work prohibited in all occupations, with certain exemptions, between 7 p. m. and 6 a. m. (Acts of 1908, No. 301, as amended by Acts of 1916, No. 177.)

<sup>64</sup> Law applies also to all females.

<sup>65</sup> Law applies also to all females over 21.

## MAINE:

*Girls under 21:*<sup>66</sup> Maximum hours for employment in manufacturing and mechanical establishments, etc., 9 per day, 54 per week, and in mercantile and other specified establishments, 54 per week, with certain exemptions. (Laws of 1915, ch. 350, as amended by Laws of 1923, ch. 198.)

## MASSACHUSETTS:

*Boys 16 to 18; girls 16 to 21:* Maximum hours for employment "in laboring" in manufacturing, mechanical, or mercantile establishments, and many other specified employments, 9 per day, 48 per week (in manufacturing establishments declared by the department of labor and industries to be seasonal, 9 hours per day and 52 per week, under conditions specified in the law). For certain employments in which the minimum age is 14, not covered by the foregoing provisions, the maximum hours are 10 per day, 54 per week, and 6 days per week. Night work prohibited in factories, workshops, manufacturing, mechanical, or mercantile establishments and in other specified employments between 10 p. m. and 5 a. m., and in the manufacture of textiles, after 6 p. m. (Gen. Laws, 1921, ch. 149, sec. 56, as amended by Acts of 1921, ch. 280; sec. 60, as amended by Acts of 1921, ch. 410; secs. 66, 67.)

## MICHIGAN:

*Boys 16 to 18; girls 16 to 21:*<sup>66</sup> Maximum hours for work in factories, workshops, mechanical establishments, the operation of elevators, and many other employments, 10 per day and 54 per week, with certain exemptions. (Comp. Laws, 1915, sec. 5330, as last amended by Public Acts of 1927, No. 21.)

*Girls 16 to 18:* Night work in manufacturing establishments prohibited between 6 p. m. and 6 a. m. (Comp. Laws, 1915, sec. 5330, as last amended by Public Acts of 1927, No. 21.)

## MISSISSIPPI:

*Girls 16 to 21:*<sup>67</sup> Maximum hours of labor in any laundry, millinery, dressmaking store, office, mercantile establishment, theater, telegraph or telephone office, or any other occupation except domestic service, 10 per day, 60 per week, with exemptions. (Hemingway's Ann. Code, 1917, sec. 4527-4529.)

A maximum 10-hour day, with certain exemptions, is fixed for all employees of any person, firm, or corporation engaged in manufacturing and repairing. (Hemingway's Ann. Code, 1917, sec. 4523.)

<sup>66</sup> Law applies also to all females over 21.

## NEVADA:

*Girls 16 to 18:* Maximum hours for work in any gainful occupation, other than domestic service or farm work, 8 per day, 48 per week. (Acts of 1913, ch. 232, sec. 8.)

## NEW HAMPSHIRE:

*Minors under 18:*<sup>68</sup> Hours of labor for work at manual or mechanical labor in any employment, with certain exemptions, 10½ per day, 54 per week; 8 per 24 hours and 48 per week if work is at night. (Public Laws, 1926, ch. 176, secs. 14, 16.)

## NEW YORK:

(See also under F, Miscellaneous Regulations, p. 116.)

*Boys 16 to 18:* Maximum hours for work in factories (except canneries between June 15 and October 15), 9 hours per day (10 hours allowed to make shorter workday one day per week), 54 hours per week, 6 days per week; night work prohibited between 12 midnight and 6 a. m. (Labor Law, art. 5, sec. 171, as amended by Laws of 1924, ch. 375.)

*Boys under 17:* Work at carrying, delivering, selling, exposing, or offering for sale newspapers or periodicals, or work as bootblack, prohibited between 7 p. m. and 6 a. m. (Education Law, art. 23, sec. 638, as revised by Laws of 1928, ch. 646.)

*Boys 16 to 18:* Maximum hours for work in mercantile establishments or in the distribution or transmission of merchandise or articles (except during the week before Christmas and for two additional days during the year for stock taking), 9 hours per day (more hours allowed one day a week to make one or more shorter workdays in the week), 54 hours per week; 6 days per week; night work prohibited between 12 midnight and 6 a. m. (Labor Law, art. 5, sec. 180a, added by Laws of 1924, ch. 375.)

*Girls 16 to 21:*<sup>69</sup> Maximum hours in factories 8 per day, 48 per week, 6 days per week (9 hours per day, 49½ hours per week may be worked in order to make one shorter workday each week of not exceeding 4½ hours), with certain exemptions for girls over 18 in canneries. In addition, 78 hours of overtime is permitted during any calendar year in the distribution of which a maximum of 10 hours per day, 54 hours per week, and 6 days per week is provided. Night work prohibited between 9 p. m. and 6 a. m. (Labor Law, art. 5, sec. 172, as amended by Laws of 1927, ch. 453; sec. 173.)

<sup>68</sup> Law applies to all females over 18.

<sup>69</sup> 48-hour law applies also to all females over 21; night work law applies only to females 16 to 21. Females over 21 may work until 10 p. m.

## NEW YORK—Continued.

*Girls 16 to 21:*<sup>66</sup> Maximum hours in mercantile establishments except during week before Christmas, 8 per day, 48 per week, 6 days per week (9 hours per day, 49½ hours per week may be worked in order to make one shorter workday each week of not exceeding 4½ hours). In addition, 78 hours of overtime is permitted during any calendar year in the distribution of which a maximum of 10 hours per day, except on 1 day a week, 54 hours per week, and 6 days per week is provided. Night work prohibited between 10 p. m. and 7 a. m. Reporters in newspaper offices and duly licensed pharmacists are exempted from the night-work and 6-day week provisions. (Labor Law, art. 5, sec. 181, as reenacted by Laws of 1927, ch. 453, and amended by Laws of 1928, ch. 567.)

*Girls 16 to 21:*<sup>66</sup> Maximum hours in restaurants in cities of the first and second class, 9 per day, 54 per week, and 6 days per week with exemptions. Night work prohibited 10 p. m. to 6 a. m., with exemptions. (Labor Law, art. 5, sec. 182.)

*Girls 18 to 21:*<sup>66</sup> Maximum hours for employment in operation of freight or passenger elevators, 9 per day, 54 per week, and 6 days per week; night work prohibited from 10 p. m. to 7 a. m., with certain exemptions. (Labor Law, art. 5, sec. 183.)

## NORTH CAROLINA:

*Minors 16 to 21:* Maximum hours for employment in factories and manufacturing establishments, 11 per day, 60 per week, with certain exemptions. The maximum 60-hour week applies also to all females; the 11-hour day to all employees. (Consolidated Stat. 1919, sec. 6554.)

## NORTH DAKOTA:

*All minors:* See under F, Miscellaneous Regulations, p. 116.

## OHIO:

*Girls 16 to 18:* Maximum hours in factories, workshops, canneries, mercantile or mechanical establishments, and a number of other specified employments, 8 per day, 48 per week, and 6 days per week; night work in these employments prohibited from 6 p. m. to 7 a. m. (Page's Ann. Gen. Code, 1926, sec. 12996.)

*Boys 16 to 18:* Maximum hours in factories, workshops, canneries, mercantile or mechanical establishments, and a number of other specified employments, 10 per day, 54 per week, and 6 days per week; night work in these employments pro-

<sup>66</sup> Law applies also to all females over 21.

**OHIO—Continued.**

hibited from 10 p. m. to 6 a. m. (Page's Ann. Gen. Code, 1926, sec. 12996.)

*Girls 18 to 21:* Maximum hours in factories, workshops, canneries, mercantile or mechanical establishments, and a number of other specified employments, 9 per day (except that 10 hours per day are allowed in mercantile establishments on Saturdays), 50 per week, 6 days per week; night work in these employments prohibited from 10 p. m. to 6 a. m. (Page's Ann. Gen. Code, 1926, sec. 12996.)

**OKLAHOMA:**

*Girls 16 to 18:* Night work prohibited between 6 p. m. and 7 a. m. in factories, factory workshops, steam laundries, and other specified establishments. (Comp. Stat. 1921, sec. 7213.)

**OREGON:**

(See also under F, Miscellaneous Regulations, p. 117.)

*Girls 16 to 18:* Maximum hours in any occupation, 9 per day, 48 per week, 6 days per week; night work prohibited in any occupation, after 6 p. m. (Rulings of State industrial-welfare commission, order No. 46, effective Oct. 14, 1919.)

*Boys 16 to 18:* Maximum hours in any occupation, 10 per day, 6 days per week. (Rulings of State industrial-welfare commission, order No. 46, effective Oct. 14, 1919.)

**PENNSYLVANIA:**

*Girls under 21:* Night work prohibited in any establishment between 9 p. m. and 6 a. m., girls over 18 employed as telephone operators being exempted. (Acts of 1913, P. L. 1024, sec. 5; Pa., Stat. 1920, sec. 13544.)

**RHODE ISLAND:**

*Girls 16 to 21:*<sup>70</sup> Maximum hours in factories, mechanical, business, or mercantile establishments, 10 per day, 54 per week, with exemptions. (Gen. Laws 1923, ch. 85, sec. 35 as added by Public Laws of 1928, ch. 1231, and amended by Laws of 1929, ch. 1316.)

**SOUTH CAROLINA:**

A maximum 10-hour day and 55-hour week, with certain exemptions, is fixed for all employees<sup>71</sup> in cotton or woolen manufacturing establishments engaged in the manufacture of yarns, cloth, hosiery, and other merchandise. (Acts of 1922, No. 567.)

<sup>70</sup> Provision applies also to all females over 21.  
<sup>71</sup> Certain specified employees exempted.

**SOUTH DAKOTA:**

*Girls under 21:*<sup>72</sup> Maximum hours of work in all occupations, with certain exemptions, 10 per day, 54 per week. (Rev. Code, 1919, sec. 10014, as amended by Laws of 1923, ch. 308.)

**TENNESSEE:**

*Girls 16 to 21:*<sup>73</sup> Maximum hours for employment in factories, workshops, and other specified establishments 10½ per day, 57 per week, with certain exemptions. (Thompson's Shannon's Code, 1918, sec. 4342a-52.)

**VERMONT:**

*Children 16 to 18:*<sup>74</sup> Maximum hours for employment in manufacturing or mechanical establishments, mines, or quarries, with certain exemptions, 10½ hours per day and 56 per week. (Gen. Laws, 1917, secs. 5837, 5838.)

**WASHINGTON:**

(See also under F, Miscellaneous Regulations, p. 117.)

*Children under 18:* Maximum hours for employment in mercantile, manufacturing, printing, or laundering establishments, or dye works, and in other specified employments, with certain exemptions, 8 per day, 6 days per week; night work prohibited in the same occupations between 7 p. m. and 6 a. m. with exemptions. (Order of State industrial-welfare committee, effective August 27, 1922.)

*Children under 18:* Maximum hours for employment in public housekeeping occupations, 8 per day, 6 days per week; night work prohibited between 7 p. m. and 7 a. m., with certain exemptions. (Industrial-welfare committee, order No. 24, effective Oct. 4, 1921.)

**WISCONSIN:**

(See also under F, Miscellaneous Regulations, p. 117.)

*Boys of 16:* Total hours of attendance at continuation school and hours of work shall not exceed 55 per week. (Stat. 1927, sec. 103.14.)

*Children under 18:* Maximum hours for employment at manufacturing cigars in cigar shops or cigar factories 8 per day, 48 per week. (Stat. 1927, sec. 103.05 (8) (b).)

*Boys under 17:* Exposing or offering for sale newspapers, magazines or periodicals prohibited between 7:30 p. m. and 5 a. m., with certain exemptions. (Stat. 1927, sec. 103.28.)

<sup>72</sup> Law applies to all females over 21.

<sup>73</sup> Law applies also to all females over 18.

*C. Employment certificates***ALABAMA:**

*Children 16 years of age* are required to obtain age certificates before being employed in any gainful occupation except agriculture and domestic service. (Code, 1923, secs. 3502, 3507.)

**CALIFORNIA:**

*Children 16 to 18*, where continuation schools are established, are required to obtain permits to work for employment in any occupation. To obtain this certificate, certain requirements must be met (School Code 1929, ch. 23, sec. 1.380, as amended by Laws of 1929, ch. 187.)

*Any minor:* Provision is made for the issuance of certificates of age upon the application of any minor presenting specified evidence of age. (School Code, 1929, ch. 23, sec. 1.176.)

**DISTRICT OF COLUMBIA:**

*Children 16 to 18* required to obtain certificates for employment in any occupation, with certain exemptions. To obtain this certificate certain requirements must be met. (Act of May 29, 1928, Public No. 618, 70th Cong., 1st sess.)

**GEORGIA:**

*Children 16 to 18* are required to obtain certificates for employment at night in certain occupations. (Laws of 1925, No. 247, sec. 4.)

**ILLINOIS:**

*Minors over 16:* Provision is made for the issuance of age certificates to minors over 16. (Acts of 1929, p. 429.)

**INDIANA:**

*Children 16 to 18* required to obtain certificates for employment in any occupation, with certain exemptions. (Burns' Ann. Stat., 1926, sec. 6466.)

*Children 16 to 18* employed at any occupation except farm labor or domestic service must, whenever so required, submit to a physical examination by a medical inspector of the State industrial board or a physician designated by such board, and if child is found physically unfit for the occupation in which he is employed, his employment certificate shall be revoked. (Burns' Ann. Stat., 1926, sec. 6467.)

*Minors 18 to 21:* Provision is made for issuance of an employment certificate to minor 18 to 21 upon request by employer. (Burns' Ann. Stat., 1926, sec. 6466.)

**KANSAS:**

*Children over 16:* Provision is made for the issuance of age certificates to any minor over 16 who wishes to engage in employment and who believes that he may be thought to be under 16. (Order of public-service commission.)

**KENTUCKY:**

*Persons 16 to 21:* Provision is made for the issuance of an employment certificate to any minor making application therefor. (Carroll's Stat., 1922, sec. 331a-4.)

**MASSACHUSETTS:**

*Minors 16 to 21* must obtain educational certificates for employment in manufacturing and mercantile establishments and other specified establishments. If this certificate does not show that minor has met the requirements for the completion of the sixth grade he must attend evening school if one is established in the town where he resides. (Gen. Laws, ch. 149, sec. 95, as amended by Acts of 1921, ch. 341.)

**MICHIGAN:**

*Children 16 to 18* are required to secure certificates for employment in factories, stores, and a long list of other establishments. To secure this employment certificate certain requirements must be met. (Comp. Laws, 1915, sec. 5331, as amended by Acts of 1925, No. 312.)

**MISSOURI:**

*Minor 16 or over:* Provision is made for the issuance of an age certificate to any minor 16 or over upon the request of any employer. (Laws of 1929, p. 130.)

**MONTANA:**

*Children 16 to 18*, where continuation schools are established, are required to obtain employment certificates for any work during school hours, with certain exemptions. To secure this certificate certain requirements must be met. (Rev. Codes, 1921, secs. 1141-1156.)

*Persons 16 to 21* are required to obtain age certificates for employment in any occupation for which the minimum age fixed by law is 16. (Rev. Codes, 1921, sec. 3098.)

**NEVADA:**

*Children 16 to 18* are required to obtain employment certificates for any work during school hours. (Stat. of 1919, ch. 85, as amended by Stat. of 1921, ch. 177; Rev. Laws 1912, sec. 3443, as amended by Stat. of 1921, ch. 157.)

**NEW JERSEY:**

*Persons 16 to 21:* Provision is made for the issuance of a certificate of date of birth to any person over 16 and under 21 years of age by the officer issuing employment certificates to children under 16, which certificate shall be conclusive evidence for an employer, in court proceedings by or against him, of the date of birth of the person named therein. (Acts of 1923, ch. 88.)

**NEW YORK:**

*Children under 17* are required to obtain employment certificates for work in any occupation, with certain exemptions. To obtain these certificates certain requirements must be met. (Education Law, sec. 629, as revised by Laws of 1928, ch. 646.)

*Boys under 17* are required to obtain a badge for work in street trades, for which certain requirements must be met. (Education Law, sec. 638, as revised by Laws of 1928, ch. 646.)

*Minors over 17:* Provision is made for issuance of certificate of age to minor over 17, which shall be conclusive evidence for an employer that the minor has reached the age certified to therein. (Education Law, sec. 634, as revised by Laws of 1928, ch. 646.)

*Children under 17:* A medical inspector of the department of labor shall require any child under 17 employed in a factory or mercantile establishment to submit to a physical examination by him if in his judgment such minor is physically unfit for the work at which he is employed. If such child fails to submit to such examination or if on examination the inspector finds the child physically unfit to be so employed, he shall so report to the commissioner of labor with his reasons therefor, and the commissioner, if he approves the report, shall take the child's certificate from the employer and return same to superintendent of schools recommending its cancellation. (Labor Law, sec. 145, as amended by Laws of 1928, ch. 725.)

**OHIO:**

*Children under 18* are required to obtain certificates for employment in any occupation, with certain specified exemptions. To secure such an employment certificate certain requirements must be met (compliance with an educational standard, physical fitness, etc.). (Page's Ann. Gen. Code, 1926, secs. 7765 to 7766-11.)

**OHIO—Continued.**

*Persons 18 to 21:* Provision is made for the issuance of age certificates, upon presentation of specified evidence of age, to any minor between 18 and 21 who wishes to engage in employment and who believes he may be thought to be under 18 years of age. (Page's Ann. Gen. Code, 1926, secs. 7770-1.)

**OREGON:**

*Children under 18* are required to obtain employment certificates before they can legally be employed. To secure this certificate certain requirements must be met. (Oreg., Laws 1920, sec. 5103; see also secs. 6696-6705.)

**PENNSYLVANIA:**

*Persons 16 to 18* are required to present certificates of age issued by the proper officers of the school board on applying for a position in any establishment or in any occupation. (Rule M-21, State industrial board.)

**TENNESSEE:**

*Persons 16 to 21* are required to obtain employment certificates, for which specified evidence of age must be presented, for employment in any occupation for which the minimum age fixed by law is 16. (Thompson's Shannon's Code, 1918, sec. 4342a-46.)

**UTAH:**

*Children 16 to 18* are required to obtain employment certificates for work in any occupation during school hours. To secure this certificate certain requirements must be met. (Acts of 1919, ch. 92.)

**WASHINGTON:**

*Children 16 to 18* are required to obtain employment certificates for employment in any occupation during school hours. To obtain this certificate certain requirements must be met. (Pierce's Code, 1921, secs. 5230-3, 5230-4.)

*Children 16 to 18:* See under F, Miscellaneous Regulations, p. 117.

**WEST VIRGINIA:**

*Persons 16 to 21:* Provision is made for the issuance of age certificates to minors between 16 and 21 years of age upon the request of any employer who wishes to employ any such minor. (Barnes' Ann. Code, 1923, ch. 15H, sec. 74a.)

**WISCONSIN:**

(See also under A, Dangerous or Injurious Occupations, p. 98.)

*Children under 17* are required to obtain certificates for employment in factories, stores, and many other enumerated employments. To obtain this employment certificate certain requirements must be met. (Stat. 1927, sec. 103.05 (4) (a).)

**WISCONSIN—Continued.**

*Boys under 17* are required to obtain permits for work in street trades, to obtain which certain requirements must be met. (Stat. 1927, sec. 103.24.)

**Persons 17 to 21:** Provision is made for the issuance of certificates of age to minors by the industrial commission under such rules and regulations as it may deem necessary. In addition, a method is provided whereby minors claiming to be over 17 years of age who are unable to furnish documentary evidence of age to their employers may establish their age through court proceedings. (Stat. 1927, secs. 103.05 (6) (a), 103.05 (6) (b).)

*D. Continuation-school attendance***CALIFORNIA:**

*Children 16 to 18* who have left regular day school, who are not high-school graduates, are required to attend continuation school under certain specified conditions. Time spent in attendance at school is to be counted as part of the legal working hours. (Acts of 1919, ch. 506.)

**ILLINOIS:**

*Children 16 to 18* who have left regular day school to go to work are required to attend continuation school 8 hours per week in places where such schools are established for the instruction of minors of such age. Time spent at school is to be counted as part of the legal working hours. (Acts of 1919, p. 919, as amended by Acts of 1921, p. 815.)

**INDIANA:**

*Children 16 to 18* who have left regular day school to go to work may be required to attend continuation school 4 to 8 hours a week under certain specified conditions. Time spent at school is to be counted as part of the legal working hours. (Burns' Ann. Code, 1926, secs. 7035(8) and 7044.)

**MICHIGAN:**

*Children under 17* who are unmarried and have left regular day school to go to work are required to attend continuation school 8 hours per week under specified conditions. (Public Acts of 1927, No. 319 (ch. 23).)

**MISSOURI:**

*Children 16 to 18* not in attendance at regular day schools are required to attend continuation school 4 hours per week under certain specified conditions. Time spent at school is to be counted as part of the legal working hours. (Rev. Stat. 1919, secs. 11288 and 11328.)

**MONTANA:**

*Children 16 to 18* who have left regular day school to go to work are required to attend continuation school 4 hours per week under certain specified conditions. Time spent at school is to be counted as part of the legal working hours. (Rev. Codes, 1921, secs. 1141-1156.)

**NEVADA:**

*Children 16 to 18* who have left regular day school to go to work are required to attend continuation school 4 hours per week under certain specified conditions. Time spent at school is to be counted as part of the legal working hours. (Stat. of 1919, ch. 85, as amended by Stat. of 1921, ch. 177.)

**NEW YORK:**

*Children of 16* who are regularly and lawfully employed or who are not in regular attendance at day school, must attend continuation school, with certain exemptions, 4 to 8 hours per week (if unemployed, 20 hours per week) in cities having a population of 20,000 or more according to the last United States Census and in school districts having 200 or more employed minors under 17. (Board of education of any other city or district has power to require attendance of such minors.) (Education Law, sec. 622, as revised by Laws of 1928, ch. 646.)

**OHIO:**

*Children 16 to 18* who have left regular day school to enter employment are required to attend continuation school 4 hours per week under specified conditions. Time spent at school is to be counted as part of the legal working hours. (Page's Ann. Gen. Code, 1926, secs. 7647-1, 7762-5, 7767, 12999.)

**OKLAHOMA:**

*Children 16 to 18* who have left regular day school to enter employment are required to attend continuation school under specified conditions. Time spent at school is to be counted as part of the legal working hours. (Comp. Stat., 1921, secs. 10689 to 10693.)

**OREGON:**

*Children 16 to 18* who have left regular day school to enter employment are required to attend continuation school 5 hours per week under specified conditions. Time spent at continuation school is to be counted as part of the legal working hours, but attendance at night school may be accepted in lieu of attendance at continuation school. (Oreg., Laws 1920, sec. 5102.)

**UTAH:**

*Children 16 to 18* who have left regular day school to go to work are required, under certain conditions, to attend continuation school 144 hours per year. Time spent at school is to be counted as part of the legal working hours. (Acts of 1919, ch. 92.)

**WASHINGTON:**

*Children 16 to 18* who have left regular day school to go to work are required to attend continuation school, under specified conditions, 4 hours per week. Time spent at school is to be counted as part of the legal working day. (Pierce's Code, 1921, sec. 5230-1 to sec. 5230-13.)

**WISCONSIN:**

*Children 16 to 18* who have left regular day school to enter employment are required, under specified conditions, to attend continuation school 8 hours per week. Time spent at school is to be counted as part of the legal working day. (Stat. 1927, sec. 103.14.)

**E. Additional compensation under workmen's compensation laws****MARYLAND:**

*Any minor.*—The workmen's compensation law provides that all compensation and death benefits shall be doubled in the case of any minor illegally employed with the knowledge of the employer, the employer alone being liable for such increased compensation or death benefits. (Ann. Code, 1924, vol. 2, art. 101, sec. 48, as amended by Laws of 1927, ch. 536.)

**MICHIGAN:**

*Children 16 to 18.*—The workmen's compensation law provides that any minor between the ages of 16 and 18 years whose employment at the time of injury shall be shown to be illegal shall, in the absence of fraudulent use of permits or certificates of age, receive compensation double that otherwise provided. (Comp. Laws, 1915, sec. 5429, as last amended by Public Acts of 1927, No. 162.)

**MISSOURI:**

*Any minor.*—The workmen's compensation law provides that in case it is found by the workmen's compensation commission that the employer knowingly employed a minor in violation of the child labor law the compensation shall be 50 per cent additional to that otherwise provided. (Laws of 1925, p. 375, sec. 22j.)

**NEW YORK:**

*Children under 18.*—The workmen's compensation act provides that in case a minor under 18 years of age is injured while employed in violation of any provision of the labor law the amount of compensation or death benefits shall be double the amount otherwise payable under the act. The employer alone and not the insurance carrier is liable for the additional amount. (Workmen's Compensation Law, sec. 14-a, as added by Laws of 1923, ch. 572.)

**WISCONSIN:**

*Any minor.*—The workmen's compensation act provides that in case injury is sustained by a minor illegally employed, compensation and death benefits shall be treble the amount otherwise recoverable if the minor is under permit age; double the amount otherwise recoverable if the minor is of permit age and employed without a permit; treble the amount otherwise recoverable if the minor is of permit age and employed without a permit in any employment for which the industrial commission has ordered no permits be issued, or if the minor is of permit age or over and working at prohibited employment. The employer is primarily liable and the insurance carrier secondarily liable for the additional compensation. (Stat. 1927, sec. 102.09, subdivisions (7) and (8), as amended by Laws of 1929, ch. 453.)

**F. Miscellaneous regulations<sup>73</sup>****CALIFORNIA:**

*Boys under 18 and girls under 21.*—The State industrial-welfare commission has power to fix minimum wages and standard conditions of labor and hours of employment for boys under 18 and girls under 21, as well as for adult women. (Stat. 1913, ch. 324, as last amended by Stat. 1929, ch. 256.)

**COLORADO:**

*Boys under 18 and girls under 21.*—The State minimum-wage commission (industrial commission) has power to fix minimum wages and standard conditions of labor and hours of employment for boys under 18 and girls under 21, as well as for adult women. (Comp. Laws, 1921, secs. 4262-4271.) This law is inoperative because of lack of appropriations, but it is still on the statute books.

<sup>73</sup> See p. 80 for statement regarding the minimum-wage provisions of these laws as applying to minor workers, which are included under this heading.

## KANSAS:

*Boys under 18 and girls under 21.*—The State public-service commission has power to fix standard conditions of labor and hours of employment for boys under 18 and girls under 21, as well as for adult women, and to fix minimum wages for boys under 18 and girls under 18. (Acts of 1915, ch. 275, as amended by Acts of 1921, ch. 263.)

## MASSACHUSETTS:

*Minors under 18; minors 18 to 21.*—The State minimum-wage commission has power to fix minimum wages for minors under 18 and in any occupation in which the majority of employees are minors (persons under 21) may fix minimum wages for all such minors, as well as for women. (Gen. Laws, 1921, ch. 151, secs. 2, 3, 7.)

## MINNESOTA:

*Girls under 18, boys under 21.*—The State industrial commission has power to fix minimum wages for minors (girls under 18, boys under 21). (Gen. Stat. 1923, secs. 4210-4232.)

## NEW YORK:

*Male minors under 18.*—The school authorities of a city of 20,000 or more shall have power to regulate further (i. e., in addition to the statutory provisions) the work of boys under 18 in street trades. (Education Law, sec. 638, as revised by Laws of 1928, ch. 646.)

## NORTH DAKOTA:

*All minors (boys under 21, girls under 18).*—State board of administration, which enforces the child labor law (among other laws relating to children), has power to fix maximum hours, minimum wages, and standard conditions of labor for all minors, to investigate, determine, and fix reasonable classifications of employment for minors, and to issue orders prohibiting their employment in occupations dangerous or prejudicial to their life, health, safety, or welfare. (Laws of 1923, ch. 155, sec. 12.)

*Boys under 18 and girls under 21.*—The workmen's compensation bureau has power to determine suitable wages, conditions of labor, and hours of employment for boys under 18 and girls under 21, as well as for adult women, and to issue orders concerning them, but no order shall permit the employment of any minor for longer hours than the maximum fixed by law or at any times or under any conditions now prohibited by law. (Laws of 1919, ch. 174.)

## OREGON:

*Boys under 18 and girls under 21.*—The State industrial-welfare commission has power to fix minimum wages and standard conditions of labor and hours of employment for boys under 18 and girls under 21, as well as for adult women. (Oreg. Laws 1920, sec. 6670.)

## SOUTH DAKOTA:

*Girls 14 to 21.*—A minimum wage rate is fixed for work in certain employments for girls 14 and over as well as for adult women. (Laws of 1923, ch. 309.)

## WASHINGTON:

*Boys under 18 and girls under 21.*—The industrial-welfare committee of the State department of labor and industries has power to fix minimum wages and standard conditions of labor and hours of employment for boys under 18 and girls under 21, as well as for adult women. This committee has general supervision over the laws relating to the employment of minors and issues employment certificates. (Pierce's Code 1921, sec. 4-81 and secs. 3526 to 3547.)

## WISCONSIN:

*Persons 16 to 21.*—The State industrial commission is given the duty of organizing and supervising an apprenticeship system for minors between 16 and 21 years of age and is directed to make rules and regulations governing such apprenticeships. (Stat. 1927, sec. 106.01.)

*Persons 16 to 21.*—An indentured apprentice must attend school four hours per week during the first two years of his apprenticeship, and if the apprenticeship is for more than two years, the total hours of instruction must be at least 400. (Stat. 1927, sec. 106.01 (5) (d).)

*Minors under 17.*—The State industrial commission, which controls the issuance of employment certificates, has power to refuse a certificate to a child under 17 if such refusal is for the child's best interests (for occupations prohibited under this power, see under A, Dangerous or Injurious Occupations, p. 98). (Stat. 1927, sec. 103.05 (6) (c).)

*Minors (persons under 21).*—The State industrial commission has power to fix maximum hours of employment for all females without regard to age and to fix minimum wages for persons under 21 and prohibit the employment of adult women at an "oppressive" wage. (Stat. 1927, secs. 103.02, 104.01 to 104.125.)

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## OUTLINE 5. VOCATIONAL GUIDANCE AND VOCATIONAL EDUCATION

Vocational guidance is the attempt of those who are thoroughly familiar with the demands and possibilities of various vocations, on the one hand, and with the capabilities and inclinations of individuals, on the other hand, to help young persons to choose suitable education and training and to assist them in their choice of an occupation.

Vocational education, in its narrowest sense, is that education which fits the individual to earn a livelihood in a particular occupation. The best vocational training, however, aims not only to teach certain processes but also to show how those processes are related to the vocation as a whole, in order that the worker, through a comprehensive grasp of fundamental principles, may realize to the fullest possible extent the dignity and interest of his vocation and its value to society.

### I. VOCATIONAL GUIDANCE, PLACEMENT, AND SUPERVISION

#### A. Aims of vocational guidance

1. To help children and young persons under competent supervision to choose, prepare for, and enter occupations suited to their tastes and abilities, and to enable them to give their best service to society.
2. To encourage a more varied program in the schools to the end that each child may obtain in school the training best suited to his needs and capacity for service.
3. To secure better articulation between the work of the school and the life of the community.

#### B. Need for vocational guidance

1. For children who go to work at an early age. Many untrained children leave school between 14 and 16 years knowing nothing of occupational life and nothing of their own tastes and aptitudes. They take the first job that is offered, usually one with no future, become dissatisfied, and drift from one occupation to another. Inefficiency, both personal and industrial, and a heavy labor turnover result. The years between 14 and 16 are, therefore, in most cases, worse than wasted in industry. These

years are invaluable, however, for guidance and training; and if vocational guidance and vocational education are supplied children are likely to remain in school longer than they otherwise would.

2. For children who are not compelled to make an early choice. These children may often be aroused to greater interest in their education through some vocational interest.
3. For all children. Vocational guidance helps the individual to realize the duties and responsibilities of a vocation and to understand his relationship to industry and to society as a whole.

#### C. Principles of vocational guidance

1. Vocational guidance should be preceded by educational guidance. The amount and kind of education for each child should be selected, so far as possible, in accordance with his general intelligence and abilities.
2. Vocational guidance should be a part of the school program and should begin before the end of the compulsory school age is reached.
3. The abilities, characteristics, and tastes of the individual child should be studied.
  - (a) A cumulative school record should be kept and should be accessible to counselors. It should present not only the academic but also the social and physical and mental history of the child, and should contain an analysis of personal qualities made from time to time by the child's teachers.
  - (b) Intelligence tests should be given by a qualified person to ascertain the child's level of general intelligence. These tests, however, can not determine a child's special abilities or temperamental traits, important factors in the choice of work.
  - (c) Opportunity should be given for a wide variety of "try-out experience in academic and esthetic work, gardening, simple processes with tools and machines, elementary commercial experiences, and cooperative pupil activities." (See *Principles of Vocational Guidance*, Section IV, referred to on p. 126.)
  - (d) Spontaneous interests should be noted by the teacher.
4. Industries and occupations should be studied by the person giving vocational advice. Guidance by persons with broad and exact knowledge of vocations is desirable, and it is essential that the counselor should know where to obtain such information.

- (a) The amount and kind of education required for success in each kind of work and when and where it may be secured should be ascertained.
- (b) Opportunities for advancement and manner of advancement (whether through supplementary education, for example) should be learned.
- (c) Surveys of local occupational openings should be made.
- 5. Information on the requirements and opportunities of various vocations should be given to the child.
  - (a) Information should be given about commerce, industry, agriculture, and other vocations, in order to help the child in choosing the amount and kind of education best suited to his needs.
  - (b) Information should be given as to kind of training certain schools and courses offer.
  - (c) Information should be given regarding local opportunities for work.
  - (d) Information should be given regarding specific occupations.
  - (e) Information should be given in simple form in economics and in the ethics of vocational life.
- 6. The choice of occupation should be made by the individual himself.

*D. Methods of giving vocational information and try-out experience*

1. Definite attempts in each school subject to show the relation between that subject and occupational problems.
2. Assembly talks on vocations.
3. Distribution of pamphlets on occupations which can be easily understood by parents and children.
4. Periodic interviews with the individual child.
5. Surveys by children of local vocational openings or of occupations into which their friends or former schoolmates have gone and the results.
6. "Occupational classes" in which vocations are made the subject of study. These classes should study—
  - (a) The relation of education to the world of work.
  - (b) General problems of the occupational world.
  - (c) Specific occupations.
7. Trade and commercial tests, consisting of a few weeks' experience in various occupations in trade and commercial classes.
8. Part-time work plans by which the child, while still in school, is enabled to try himself out at practical work. The child's development, and not the needs of industry, should be the first aim in this practice.

#### *E. Placement*

1. All juvenile placement agencies should be coordinated with a central bureau, organized as part of or in cooperation with the school system.
2. The placement bureau should supplement the work of vocational guidance already begun in the school and should work in close cooperation with the school from which the children come in order that it may—
  - (a) Give the school an intimate and practical knowledge of the current demands of the occupational world.
  - (b) Assist the school to adapt itself to the needs of the pupils and of the community.
  - (c) Persuade children, in cases where it seems advisable, to return to school for further education.
3. Job finding should be subordinated to the child's best interests. Not numbers placed but the right child in the right place should be the aim. Scholarship funds to help needy children to remain in school may be necessary to insure opportunity to all children.

#### *F. Supervision*

1. Supervision under the direction of the placement bureau, continued after the child has been placed, so that—
  - (a) If the occupation proves a "misfit" the child may be removed before he becomes discontented or discouraged.
  - (b) If lack of understanding between employer and child exists, it may be cleared up before the child leaves or is discharged.
  - (c) The child may be advised in regard to promotion, further training, or advanced study.
2. Part-time schools, such as continuation and evening schools, offer a means of maintaining supervision over the child after he has gone to work.

#### *G. Important steps in the development in the United States of the movement for vocational guidance*

1. In April, 1908, a vocational bureau was organized in Boston under Prof. Frank Parsons, who for some time had been interested in helping young immigrants to find themselves vocationally. In the early years of its establishment it was asked to organize the vocational-guidance work in the public

schools of Boston. It was reorganized in June, 1909, under Dr. Meyer Bloomfield, on a comprehensive plan to aid children and young people of Boston in their choice of occupation and was known as the Boston Vocation Bureau. In addition to giving vocational advice the bureau organized summer courses in various universities and training courses in vocational guidance; it arranged for the first National Conference on Vocational Guidance, in Boston in 1910; it published pamphlets and books on trades, commercial occupations, and professions; investigated vocational guidance in various countries of Europe and in Porto Rico; organized the Boston Employment Managers' Association in 1911; published many books bearing on kindred problems; carried on investigations; drew up plans for schools and school systems, etc. In 1917 the bureau was taken over by the division of education, Harvard University, as the bureau of vocational guidance.

2. Work in New York City: The High School Teachers' Association in 1908 began vocational-guidance work by making surveys of occupations and holding conferences with graduating pupils. It also prepared pamphlets on vocational subjects and made provision for placement. Voluntary committees under the High School Teachers' Association worked in individual schools. In 1916 a vocational-guidance bureau was established by the Henry Street Settlement working through the public schools. In 1920 this bureau was consolidated with the Junior Employment Service of New York and the Henry Street Settlement Committee for Vocational Scholarships, forming the Vocational Service for Juniors.
3. Work in Chicago: In 1910 the Chicago School of Civics and Philanthropy started a bureau of vocational supervision to do placement work. In 1913 the board of education gave office space and referred all children applying for employment certificates to this bureau. Industries in Chicago have been investigated and bulletins published. Follow-up work is done. Early in 1916 the board of education took over the work and established a bureau of vocational guidance.
4. Work in Cincinnati: In 1911 a bureau of vocational guidance financed by private funds was started. Three years later the bureau was organized as part of the public-school system. It consists of three divisions: A department of laboratory research, a certificate-issuing office, and a placement office. Mental tests made by the department of laboratory research

have resulted in modifying the school curriculum and in the formation of a number of special classes, some for children of inferior intelligence, others for superior children.

5. Many other cities have developed vocational-guidance programs during the past decade.
6. The Junior Division of the United States Employment Service: In December, 1918, a junior section was established in the United States Employment Service, "charged with the guidance and placement of boys and girls under 21 years of age, the designation or appointment of duly qualified counselors, and the provision of suitable methods of organization for the proper counseling of such applicants." (See U. S. Employment Service, Annual Report of the Director General, 1919, p. 38.) The junior division functions through cooperation with local public-school systems and other agencies in various cities throughout the country. During the year 1928 cooperating offices were conducted in 29 cities.

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## II. VOCATIONAL EDUCATION

### A. Need for vocational education

1. Waste in resources and production is caused by unskilled workers.
2. Trade and commerce are handicapped by industrial inefficiency and waste.
3. Wage-earning power and satisfaction in work are increased with skill.
4. Skilled workers and conservation of resources are needed to offset the increased cost of living.
5. Vocational education provides an opportunity for training for all types of persons, including those already employed.

### B. Kinds of vocational education

1. Industrial education trains for the mechanical trades and industries.
2. Commercial education trains not only for stenographic, secretarial, and general clerical positions but for accounting, selling, business administration, and foreign trade.
3. Agricultural education trains for farm occupations and farm management.
4. Home-economics education trains for the occupations and the management of the home.

### C. Industrial education

1. Apprenticeship, the old system of training, declined, owing to:
  - (a) The factory system of production with its machine specialization, by which each worker learns only one small process of an industry.
  - (b) A growing spirit of independence among young workers, resulting in rebellion against the restriction of the apprenticeship system.
2. Evening schools were the first in this country to furnish industrial training and are widely distributed.
3. A number of all-day schools for industrial education were established through private benevolence. The New York Trade School for instruction in the building and mechanical trades was a pioneer (1881).
4. Other types of industrial schools have developed as follows:
  - (a) Public industrial schools supported by State or municipal aid or by a city school system. These include trade high schools and high schools with industrial courses.
  - (b) Apprenticeship schools established by corporations and railroad companies to train their own young workers.
  - (c) Cooperative industrial schools based on an agreement between the school and the employer whereby the boy or girl alternates school with shop work, the two usually being closely related. These schools are in some instances public.

### D. Commercial education

1. In response to a demand for trained office help private "business schools" were established in all the large cities of the United States between 1830 and 1860. There are now 1,350 such schools in the United States of which the United States Office

of Education has a record, not including commercial schools run by benevolent organizations, such as the Young Men's Christian Association. The fact that these schools are run for profit has resulted, in many instances, in inferior or worthless training.

2. The public schools were slow to introduce commercial training. Within the last few decades, however, commercial departments have been established in many high schools. Commercial high schools have been opened in a number of large cities.
3. "Business" instruction has for the most part been confined to bookkeeping and stenography. In recent years attempts are being made to fit the instruction to the needs of modern business positions and to broaden the curriculum.
4. A recent development in commercial education is the movement to teach salesmanship.

#### *E. Agricultural education*

1. Owing to the increasing cost of land, more intensive and scientific methods of farming than were customary a generation or two ago are found to be necessary.
2. Instruction in agriculture below college grade is comparatively recent.
3. In 1888 Minnesota established the first successful agricultural school of secondary grade in connection with the State agricultural college. In 1909 over half the States had organized similar schools in connection with agricultural colleges.
4. County or district agricultural schools serving the State or a certain portion of it had been established to teach young persons the principles of farming in a dozen or more States by 1919.<sup>1</sup>
5. A large number of high schools have agricultural departments or give agricultural courses. The instruction has varied from elementary textbook study covering a few months to a four-year course with practical work, including work either on school land or in a home agricultural project.

#### *F. Home-economics education*

1. The custom of teaching household occupations to daughters in the household has been passing with modern conditions of living.
2. The application of science to everyday affairs created a new kind of home making based on scientific knowledge.

<sup>1</sup> Development of Agricultural Instruction in Secondary Schools, pp. 10 and 11.

3. Instruction in sewing was given in the public schools in Boston in 1876 by authorization of the Massachusetts State Legislature. Instruction in cooking was authorized in 1885.
4. As part of the manual-training movement in the eighties and of the vocational-education movement of the last decade, these subjects have been introduced into the public schools, both elementary and secondary, of most large cities, and instruction has gradually been extended to small towns and villages.
5. Only a small part of home-economics instruction has been on a vocational basis.
  - (a) It was confined in a large majority of schools to cooking and sewing.
  - (b) It was given as part of a general education and was allotted a very limited amount of time.
  - (c) Laboratory methods have been substituted for actual working conditions.
6. Recent tendencies include the following:
  - (a) Introducing actual household equipment into the school.
  - (b) Supplying a real objective for the work, such as preparing food for the school lunch room and preparing lunches for teachers.
  - (c) Broadening the course to cover budget making, marketing, meal planning, home nursing, care of children, and all phases of home making.

#### *G. Legislation*

1. Prior to 1917 eight States had developed State systems providing State aid for vocational education: Massachusetts, Connecticut, New York, New Jersey, Pennsylvania, Indiana, Wisconsin, California. (See Second Annual Report of Federal Board for Vocational Education, 1918, p. 42.)
2. Legislation establishing part-time or continuation schools was enacted in Wisconsin (1911), Massachusetts (1913), and Pennsylvania (1915). These schools provided instruction for employed children over 14 years of age.
3. In 1917 the Smith-Hughes or vocational education act was passed by Congress.
  - (a) Purpose: To cooperate with the States in promoting vocational education in industry, agriculture, home economics, and commercial pursuits, by financial assistance to the States in paying the salaries of teachers of vocational subjects and in meeting the expenses of training teachers for vocational schools and classes.

- (b) General provisions:
  - (1) Grants are conditional on Federal approval of State plans.
  - (2) States must match Federal funds.
  - (3) All instruction must be under public supervision or control.
- (c) Provisions applying to schools and classes offering vocational education:
  - (1) The controlling purpose must be to fit students for useful employment.
  - (2) Instruction must be of less than college grade.
  - (3) Training must be designed to meet the needs of persons over 14 years of age who have entered on or are about to enter on a vocation.
  - (4) Teachers must be qualified under standards set up by the State board for vocational education and approved by the Federal Board for Vocational Education.
- (d) Types of schools and classes organized under the act:
  - (1) Day or full-time schools in agriculture, home economics, and trade and industry for unemployed young persons over 14 years of age. Interest centers on specific vocations, and science and art and other subjects pursued are related to and reinforce the special vocational lines.
  - (2) Part-time schools in agriculture, home economics, and trade and industry for employed young persons over 14 years of age. Instruction must be given during the working day and must continue for not less than 144 hours during the school year.
    - (a) Part-time extension, to increase the efficiency of the worker in a vocation already undertaken.
    - (b) Part-time preparatory, to prepare young workers for a vocation other than that in which they are employed.
    - (c) General continuation, to increase the civic and vocational intelligence of the worker. This is the only type of part-time school in which general academic subjects may be taught and is designed for the younger groups with limited general education.

- (3) Evening schools, designed for the adult workers who wish to supplement their skill and information in their vocation by short unit courses. In a few States without compulsory part-time legislation, attendance at evening schools for young workers between 14 and 16 years of age has been compulsory. This requirement is disappearing with compulsory part-time laws.

#### *II. Progress in vocational education under the Smith-Hughes Act*

1. State legislation for vocational education.
  - (a) At the close of the fiscal year 1918-19 every State had accepted through legislative act all the provisions of the Smith-Hughes Act.
2. Increased appropriations.
  - (a) Total expenditures for vocational education from State, local, and Federal funds increased from less than 4 million dollars in 1917 to more than 25 million dollars in 1928. (*Twelfth Annual Report to Congress of the Federal Board for Vocational Education, 1928*, p. 3.)
3. Increase in trained directors and supervisors.
  - (a) During the fiscal year 1927-28 reimbursement was made in part from Federal funds for the services of 193 State supervisors as compared with 54 in 1917-18.
4. Part-time education laws (as of October 1, 1929).
  - (a) Twenty-seven States now have public continuation school laws containing compulsory provisions.
    - (1) In 20 States the establishment of such schools is compulsory under certain specified conditions, and eligible children are required to attend.
    - (2) In 6 States the establishment is optional with local school authorities, but when the school has been established eligible children are required to attend.
    - (3) In one State the establishment is optional with local school authorities, and they are authorized to require attendance.

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